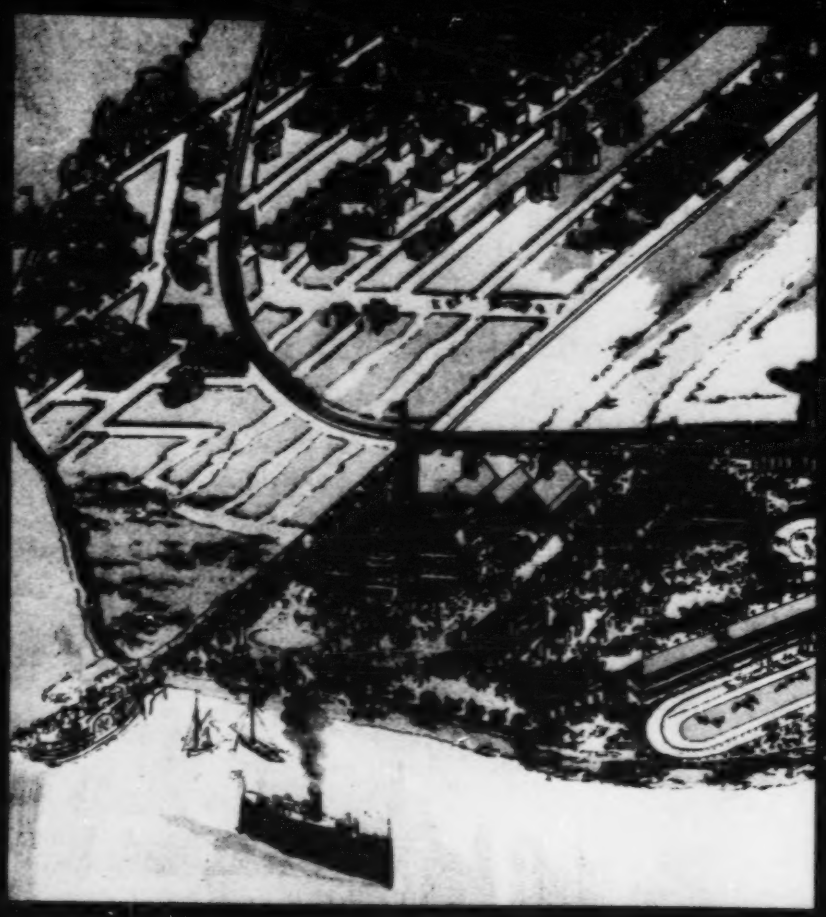

NEIGHBOURHOOD PLAN PROPOSALS

south parkdale

STEPHEN G. McLAUGHLIN, COMMISSIONER
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

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SOUTH PARKDALE PART II

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SUMMARY OF PROPOSALS FOR THE SOUTH PARKDALE NEIGHBOURHOOD PLAN

SUMMARY OF PROPOSALS FOR THE SOUTH PARKDALE NEIGHBOURHOOD PLAN

This summary highlights the main proposals contained in the report on a neighbourhood plan for South Parkdale.

South Parkdale

The neighbourhood of South Parkdale is located immediately north-west of Exhibition Place in the west end of the City of Toronto. Its boundaries are Queen Street West to the north, Dufferin Street to the east and the railway tracks to the south and west. It consists mainly of two to three storey dwelling houses and three rows of apartment buildings along Jameson Avenue, Tyndall Avenue and the east side of Spencer Avenue. The main shopping area is on Queen Street West. Local shopping can be found in three small areas along King Street West at Dufferin Street, Cowan Avenue and Springhurst Avenue.

In addition to the housing and shopping areas, there is a corridor of schools, churches, the Parkdale Library and recreational facilities in the middle of the neighbourhood. Also, there is a small group of industries on the west side of Dufferin Street between Queen Street West and Melbourne Avenue.

A Neighbourhood Plan

A neighbourhood plan usually consists of two parts. The first part is a legal document that determines the types and uses of buildings which are permitted in the area. It also contains statements or policies by which the City will be guided in making future decisions about the neighbourhood. The legal document has two main sections: the Official Plan or general policies, and by-laws which are detailed laws and regulations.

The second part of the neighbourhood plan is an action programme for the improvement of the neighbourhood. The programme may include such actions as development of local parks, building of a community and recreation centre, widening or opening of new laneways, new traffic and parking regulations, and improvements to the shopping areas.

The neighbourhood plan for South Parkdale contains both the legal document and an action programme.

General Goals Of The Plan

During the past decade, South Parkdale has experienced many problems such as bachelorettes; the large number of homes for special care, and the substantial increase in small apartments within converted houses. People who live and work in the neighbourhood are uncertain about the future. Present City policies encourage redevelopment in most of South Parkdale.

There is no doubt that South Parkdale is first and foremost a housing area or residential neighbourhood. Therefore, before dealing with other problems, we have to set general but clear neighbourhood goals. The neighbourhood plan proposes:

- That the City take strong measures to make South Parkdale a stable, pleasant, attractive and desirable housing area for families and non-families and for people of various incomes and cultural origins.

In particular:

- Regional institutions such as hospitals should not be allowed but special exemption should be given to the Queen Elizabeth Hospital.

- Homes for special care such as group homes, nursing homes and homes for ex-psychiatric patients should be strictly controlled by law.

- Nursing homes should not be permitted unless any such home is at least 245 metres (800 feet) from another home.

- There should be no major increase in the number and proportion of small apartments in the three-storey housing areas of South Parkdale; however, special consideration should be given to housing for senior citizens.

- The City should encourage owners, private companies and public agencies to provide more affordable housing in the area.

The Three-Storey Housing Areas

Most of South Parkdale contains two to three storey dwelling houses with a few small apartment buildings. The future of many of these houses is uncertain as the Official Plan of the City encourages redevelopment of all the houses between Springhurst/Maynard Avenues and Dufferin Street. The neighbourhood plan proposes:

- That the three-storey housing areas of South Parkdale be kept as they are today and that no tall buildings be allowed in the plan.

There are two three-storey housing areas that are dealt with in a different manner. These two areas are discussed in the section that follows.

Housing Areas For Redevelopment

The neighbourhood plan suggests that redevelopment should be encouraged in two small areas of South Parkdale: the west side of Dufferin Street between King Street West and Queen Street West; and the Springhurst/Dowling land assembly between Springhurst Avenue and Dowling Avenue at the south-western edge of the neighbourhood.

The west side of Dufferin Street consists of a few industries between Queen Street West and Melbourne Avenue and older houses south of Melbourne Avenue except the new apartment building just north of King Street West. The neighbourhood plan proposes:

- That the west side of Dufferin Street between Queen Street West and King Street West should be redeveloped in the future as a housing area with buildings that may be larger than those in the three-storey housing areas.

There are two main reasons for this proposal. First, it is expected that some industries would move in the future and housing would be the most desirable use to replace industry. Second, the west side of Dufferin Street should act as an area that separates Dufferin Street and the industries on the east side of Dufferin Street from the three-storey housing area west of Dufferin Street. Though larger buildings should be encouraged in this area, there is some concern about the size and height of buildings, protection for the industries, and the layout and design of any new project.

Therefore, the neighbourhood plan suggests:

- That the west side of Dufferin Street should be a housing area with the floor area of any building being no more than twice the area of the lot.

- That, however, industries between Queen Street West and Melbourne Avenue be permitted provided that they create no serious problem for residents.

- That owners be allowed to obtain building permits and construct buildings south of Melbourne Avenue provided the floor area of any building is no more than the area of the lot.

If the floor area is greater than the area of the lot, then public discussion and special permission from the City would be required.

- That no building should be higher than three to four storeys except through public discussion and after special permission is given by the City.

- That the layout and design of any new project should be reviewed by the City to make sure that present owners and residents do not experience serious problems as a result of the new project.

The Springhurst/Dowling land assembly is a well-known area in the south-western part of the neighbourhood. It contains many boarded-up houses which are in a poor state of repair. Several public meetings have been held about this area in the past, and proposals have been prepared by Planning and Development staff and nearby residents. It is accepted that the land assembly should be redeveloped. The neighbourhood plan proposes:

- That developments on the Springhurst/Dowling land assembly should be controlled in the same manner as those on the west side of Dufferin Street, except for industries.

However, due to the two apartment buildings on Dowling Avenue, north of the assembly, it is suggested:

- That the height of buildings on the Dowling Avenue side of the assembly may be as high as six storeys.

Rows Of Apartment Buildings

There are two main rows of apartment buildings in the neighbourhood. The first row is along Jameson Avenue. The second row is along Tyndall Avenue and on the east side of Spencer Avenue. Since the apartment buildings seem to be in reasonably good condition, the two areas should be recognized as areas of apartment buildings. Therefore, the neighbourhood plan proposes:

- That Jameson Avenue, most of Tyndall Avenue and the east side of Spencer Avenue be recognized as areas of apartment buildings with floor areas no greater than twice the area of the lot.

- That the height of buildings should be limited to seven to eight storeys.

However, there is one concern with the Jameson Avenue apartment buildings. Many of those buildings are higher than eight storeys and almost all of them have floor areas of about 3.5 times the

area of the lot. The main reason is that the owners obtained special permission from the City over twenty years ago when redevelopment was being encouraged. The result of this situation is that an owner can demolish his/her building and construct another building of the same height and size as the existing building without public discussion and special review by the City. Therefore, the neighbourhood plan suggests:

- That the special permission given by the City that resulted in the apartment buildings on Jameson Avenue should be withdrawn.

The Queen Street Shopping Area

Queen Street West is the main shopping area for residents of South Parkdale and parts of North Parkdale. It contains buildings that have mainly stores on the ground floor and apartments on the upper floors.

The Queen Street West shopping area can be divided into three parts: the central section between Triller Avenue and Cowan Avenue; the east section between Cowan Avenue and Dufferin Street; and the west section between Triller Avenue and Roncesvalles Avenue. There are three main reasons for this division. First, it is accepted that the central section is the main neighbourhood shopping centre. Also, it is the most lively part of Queen Street West. Second, residents and merchants have always complained that the east section is "dead" and should be redeveloped. Third, the two ends of Queen Street West are at a lower elevation than the central section. It would appear that these two ends can accommodate larger and higher buildings than the central section.

The City has recognized that shopping areas such as Queen Street West can accommodate more housing above stores than they do at present. At the same time, there appears to be sufficient shopping space on Queen Street West, perhaps even more space than the neighbourhood's population can support. Therefore, more housing should be encouraged above stores, particularly affordable housing.

Finally, it is necessary to make sure that buildings and shopping facilities on Queen Street West do not create more problems for nearby residents and for people walking along Queen Street West.

As a result, the neighbourhood plan proposes:

- That Queen Street West be considered as the main shopping area for South Parkdale with buildings containing a mix of stores, offices and housing.

- That more housing should be encouraged above stores.

- That the central section should be viewed as the main shopping area with four to five storey buildings.

- That redevelopment should be encouraged in the east and west sections with buildings as high as six storeys and containing mainly housing.

- That there should be a bonus for affordable housing in the central section when an owner agrees with the City to provide affordable housing.

- That the City should control the layout and design of any project to make sure that the project does not create serious problems for nearby residents and shoppers.

The King Street Shopping Areas

There are three small areas of local shopping on King Street West where stores seem to be thriving. During the past few years there have been many enquiries about new shops and stores in the housing area along King Street West. However, the opening of new shopping areas along King Street West would compete with Queen Street West as the main shopping area. Therefore, the neighbourhood plan proposes:

- That the three small shopping areas on King Street West be considered as local shopping areas, but that no new shopping areas should be allowed.

- That the proposals for the shopping areas on King Street West should be the same as those for the central section of Queen Street West.

Parks And Recreational Facilities

South Parkdale has few local parks and recreational facilities. This issue has been discussed at length in the local community and at City Hall for many years. One of the greatest needs in the area is a large community and recreation centre. The combination of Masaryk Hall and the "Fire Hall" Community Centre into one large indoor centre could satisfy this need. The City has accepted this proposal and has included such a project in its capital budget for the 1983-1987 period.

There are few locations in South Parkdale for the development of local parks. The Tyndall Avenue apartment row seems to have the greatest need for a local park and it is perhaps the only area where there seems to be an opportunity to create a local park. The only other area where parks and outdoor recreational facilities could be provided is at the western lakefront.

The neighbourhood plan suggests:

- That the City provide an indoor community and recreation centre at Masaryk Hall and the "Fire Hall" Community Centre on Cowan Avenue in the immediate future.

- That the City take steps to provide a local park in the Tyndall/Springhurst area.

- That the western lakefront, near to the southern end of Jameson Avenue, be developed as a recreation area and that safe and convenient access to the western lakefront between Jameson and Dunn Avenues be provided for residents of South Parkdale.

Traffic And Parking

The main traffic problem in South Parkdale is the number and speed of vehicles that are driven through the area. The drivers of these vehicles use the streets of South Parkdale as a thoroughfare to travel between the Gardiner Expressway and Lakeshore Boulevard and other areas to the north and north-west of the neighbourhood. As a result of such through traffic there is vehicular congestion at many intersections, particularly along King and Queen Streets West. The ramps connecting the Gardiner Expressway and Dunn and Jameson Avenues are a major factor in creating this situation. Further, Jameson Avenue is the only north-south connection to the Gardiner Expressway between Spadina Avenue and South Kingsway. The neighbourhood plan suggests:

- That through traffic from the Gardiner Expressway be directed away from Dunn and Jameson Avenues and onto Dufferin Street by building ramps from the Gardiner Expressway to Dufferin Street, extending Dufferin Street to Lakeshore Boulevard and continuing Dufferin Street as a through street at Queen Street West. (It may also be possible to remove the ramps at Dunn and Jameson Avenues.)

- That a traffic study should be undertaken to find ways of reducing vehicular congestion and speed on local streets, particularly in the area bounded by Queen Street West, King Street West, Cowan Avenue and Dufferin Street.

All sections of the local community agree that there is a shortage of parking spaces in the area. The CNE and other events at Exhibition Place create even greater problems. In fact, most neighbourhoods in the City have insufficient parking facilities, a problem that is difficult to resolve. The neighbourhood plan suggests some measures that could be taken to reduce the problem:

- That the City should work with owners to extend and open laneways in order to provide access to possible off-street parking at the rear of properties.

- That the City should investigate the possibility of allowing on-street parking on the south side of Queen Street West during the afternoon rush hours.

- That the City should encourage and promote major improvements to public transit serving events at Exhibition Place.

Creating A Neighbourhood On The Lakefront

The idea of making South Parkdale a neighbourhood on the western lakefront has its origins in the history of the area. Many decades ago, residents were able to walk safely from their homes to the lakeshore. Today that is almost impossible, but could be done again if people in South Parkdale are prepared to work with government to achieve it. The basic question is, "What to do and how to do it".

The recent study of the "decking" of the Gardiner Expressway and railway tracks south of Springhurst Avenue to create new land, provides an opportunity to make South Parkdale a neighbourhood on the western lakefront. However, there are two major problems with the study. First, residents have not been seriously involved in the study. Second, the reports published to date have not answered many questions and have not dealt with the many fears and concerns of people in South Parkdale. However, this situation can change if residents seize the opportunity and turn it into benefits for the area.

What can be done?

The Gardiner Expressway and Lakeshore Boulevard could be moved north alongside the railway tracks between Dufferin Street and Jameson Avenue. The ramps at Dunn and Jameson Avenue could be demolished and new ramps constructed at Dufferin Street. Then, pedestrian bridges could be constructed at Dunn and Jameson Avenues. These changes would create a large area of new land and the lakeshore would begin at the Dowling and Jameson pedestrian bridges. Any housing development that may be required could be placed mainly west of Dunn Avenue and near Jameson Avenue. Between those two streets could be recreational facilities, parks, etc.

Some residents in South Parkdale have suggested that the above idea can be used as a basis for serious discussion. However, discussion is unlikely to be sufficient. Residents of South Parkdale must have a major voice in making decisions about any such new project. Therefore, the neighbourhood plan proposes:

- That City Council commit itself to set up a citizens' task force or committee with staff support to make proposals to the City on any developments south of South Parkdale before City Council makes any decision on such developments.

How The Neighbourhood Plan Becomes Legal

This report contains only proposals for a neighbourhood plan. These proposals have been prepared by Planning and Development staff. Once the report is published, the following steps are taken:

1. The report goes to the City of Toronto Planning Board.

2. The Planning Board holds a public meeting or meetings in South Parkdale.

3. The Planning Board has a public hearing at City Hall after which it discusses the proposals and sends its recommendations to the Land Use Committee of City Council.

4. The Land Use Committee holds a public hearing at City Hall and then sends its recommendations to City Council.

5. City Council makes a decision on the proposals and request the drafting of legal documents, the Official Plan and by-laws.

6. The legal documents are sent to a public hearing of the Land Use Committee of City Council at City Hall.

7. The Land Use Committee sends its recommendations to City Council where a decision is taken.

8. The legal documents are advertised in the daily papers so that people who object to any of the draft laws can send letters to the City.

9. The Land Use Committee holds a public hearing to hear all objections to the draft laws.

10. The draft laws are sent to City Council for its final decision.

11. The Official Plan section of the draft laws is sent to the Provincial Minister of Municipal Affairs and Housing for his approval at which time the plan becomes law. If there are objections to the plan, the Minister can send it to the Ontario Municipal Board for a public hearing.

12. The by-laws are sent to the Ontario Municipal Board where a public hearing would be held if there are people who still

object to the by-laws. When the Ontario Municipal Board approves them, the by-laws become law.

13. The decision of the Ontario Municipal Board can be appealed to the Cabinet of the Ontario Government.

1. INTRODUCTION

This report sets out objectives and detailed proposals for a neighbourhood plan for the South Parkdale Planning Area (Map 1.1). The report examines a range of issues including the use of land and buildings, physical form and height of buildings, parks and recreational facilities, traffic and parking and other physical and social issues.

1.1 The Study Area

The area known as South Parkdale is a residential neighbourhood to the immediate north-west of Exhibition Place known as the Canadian National Exhibition grounds. It is bounded by Queen Street West to the north, Dufferin Street to the east and the Canadian National Railway tracks to the south and west (Map 1.2). The shopping area on both sides of Queen Street West has been included in the study because that area functions as the main commercial centre of the neighbourhood.

The neighbourhood contains many 2-3 storey dwelling houses, two concentrations of apartment buildings and a corridor of institutions extending through its centre in a north-south direction. In addition to the main commercial centre on Queen Street West, there are small commercial clusters on King Street West that provide local shopping and other commercial services.

1.2 Purpose Of The Present Study

The purpose of the present study is to undertake an examination of land uses and physical and social problems in South Parkdale and to make proposals for a neighbourhood plan to the City of Toronto Planning Board and City Council. The study was commissioned by the Planning Board because of changes and pressures that were being experienced in the neighbourhood. Some of these changes and pressures include:

a) the conversion of 2-3 storey houses into quasi-institutional uses, such as group homes, nursing homes and homes for ex-psychiatric patients;

b) decline in the physical appearance and commercial viability of certain sections of the shopping area on Queen Street West;

c) potential major redevelopment on four land assemblies in the area;

e) lack of local parks and recreational facilities; and

f) problems of traffic movement and parking.

The combination of the above changes and pressures has generated a sense of uncertainty among local citizens and has resulted in physical and social instability in the neighbourhood.

1.3 The 1967 Neighbourhood Plan

In 1967, a neighbourhood plan for South Parkdale was considered by the City of Toronto Planning Board as a result of applications made to the City to permit major high density residential developments in the low-rise housing areas. The main proposals in the 1967 plan as depicted on Maps 1.3 and 1.4 were:

a) to permit apartment developments in the entire area between Dunn Avenue and Dufferin Street, south of Queen Street, and to encourage major developments by closing certain local streets such as Melbourne Avenue, Elm Grove Avenue, Gwynne Avenue and a section of Cowan Avenue;

b) to develop local parks near to and south of King Street West;

c) to make major changes in the traffic system such as the realignment of Dufferin Street and linking it more directly to Lakeshore Boulevard, the elimination of the Lansdowne/Queen/Jameson jog and street closures mentioned above; and

d) to recognize the potential for major residential developments above the railway tracks to the south of the neighbourhood.

If all the above developments were undertaken, the Plan projected an increase in population from 19,000 to 25,000.

The 1967 proposed Plan was not adopted because of two main contentious issues:

a) the proposed high density area east of Dunn Avenue and north of King Street West and the closure of all local streets within that area; and

b) the proposed realignment and extension of Dufferin Street.

The controversy over these two issues was so intense that the Planning Board decided to set up a Committee to reassess the Plan and undertake a comprehensive study of the neighbourhood.

However, before the Committee could begin its work, the Part I Official Plan of the City was completed and approved in 1969. Though the Official Plan does not go as far as the proposed 1967 neighbourhood plan, it does permit high density residential developments in over three quarters of the neighbourhood, but special approval is required from the City before such developments can occur.

1.4 The Present Neighbourhood Plan

In official terms, the neighbourhood plan is called a Part II Official Plan. The Official Plan for the City as a whole is termed the Part I Official Plan which sets out general policies for the use and function of land and buildings in the City. In addition, it establishes guidelines for the provision of certain services such as parks. The Part I Official Plan calls for specific district or area studies that would result in Part II Official Plans for neighbourhoods where problems such as those mentioned above are being experienced. Whereas the Part I Official Plan sets out general policies, the Part II Official Plan or neighbourhood plan sets out more detailed policies and guidelines to govern physical changes in a specific neighbourhood. In cases where the Part II Official Plan differs from the Part I Official Plan, the Part II Plan prevails.

In addition to general policies and guidelines, the neighbourhood plan usually contains proposed amendments to the Zoning By-law which implements the Official Plan and provides detailed controls over all forms of development. Also, the neighbourhood plan usually calls for certain public actions and programmes to upgrade and improve the particular neighbourhood and identifies issues for future study.

During the 1970's, the City began a number of neighbourhood planning studies in such areas as the Annex, South of Carlton, Bathurst/St. Clair, King/Spadina, Dovercourt Park, and Kensington. Some of these studies have been completed and the final plan has been adopted by City Council. It is within this context that the South Parkdale neighbourhood plan has been prepared.

1.5 How The Plan Was Prepared

The Planning Board established the Parkdale Site Office in February, 1975, at the south-eastern corner of Queen Street West and Dowling Avenue. The general planning approach adopted during the study was to work closely with local citizens to resolve urgent problems, assess and report on applications for development and implement parts of the emerging neighbourhood plan where possible. Due to the urgency and severity of some of the issues and problems in South Parkdale, Planning staff devoted a considerable amount of time to the resolution of problems. The

neighbourhood plan, therefore, is the culmination of a process that involved much more than the preparation of the Part II Plan for South Parkdale.

1.5.1 First Phase: Citizens' Participation And Housing:

The first phase of the Planning Study involved gathering data and information, identifying the main issues and problems and developing citizens' participation in the planning process. A Housing Work Group composed of representatives of local associations, service groups and Planning staff was formed in December, 1974, that guided a housing survey in South Parkdale. The group also administered a household questionnaire to obtain citizens' opinions on issues and problems.

During this phase of the study, Planning staff identified potential non-profit housing sites and worked with local citizens and staff of the City's Housing Department in the planning and design of the Dufferin/Gwynne non-profit housing project. In addition, meetings were held with many groups of citizens and service agencies that resulted in the formation of one citizens' association and the collaboration of various groups and agencies in the implementation of service projects.

This first phase of the Planning study culminated in the publication of the Planning Board's report, Trends and Planning Goals, South Parkdale, April 1976. This report focused on the issue of housing and other housing-related issues and proposed a set of objectives and goals for the neighbourhood.

1.5.2 Control Of Bachelorette Conversions:

During the autumn/winter period of 1976/77, Planning staff held a series of neighbourhood meetings with associations, agencies, service groups and citizens on a block-by-block basis to discuss the Planning Board's report and establish goals and priorities. Over twenty such meetings were held and, as a result of these meetings, three work groups were set up: i) Community Work Group on Bachelorettes and Housing; ii) Traffic and Parking Work Group; and iii) Neighbourhood Services Work Group.

In the ensuing months, the Work Group on Bachelorettes and Housing became the most prominent. It was eventually transformed into the Parkdale Working Group on Bachelorettes as a group independent of the planning office. The combined effort of the Working Group on Bachelorettes, local associations and groups, other local citizens and Planning staff, resulted in both local and City-wide legislation to control boarding or lodging houses, bachelorette conversions and converted dwelling houses. Further, the Bachelorette Clean-up Team for South Parkdale and the review of legislation regarding conversions including recommendations of

the Mayor's Task Force on Bachelorettes are results of that effort.

The work of the Bachelorette Clean-up Team and its successor, the Inter-Departmental Co-ordinating Committee on Bachelorettes (I.D.C.C.) have absorbed a great deal of staff time over the past three to four years. Two members of Planning and Development staff have been seconded to the "clean-up programme" since its inception in the Fall of 1979. The "clean-up programme" has had good success to date and it is intended to continue the programme in 1983.

1.5.3 Neighbourhood Services:

The Neighbourhood Services Work Group focused on the recreational needs of small children. An extensive questionnaire survey of parents of school-aged children was undertaken. This work group has organized children's recreation programmes and eventually became a private non-profit charitable corporation called Children's Parkdale. Planning and Development staff also worked with local citizens, associations and service groups to plan and obtain funds under the Community Service Contribution Programme for neighbourhood improvements in South Parkdale. In addition, service groups have been collaborating on such issues as programmes and activities for families and teenagers and standards for ex-psychiatric homes. One of the early results of this work group was the expansion of the Parkdale Community Information Centre which was initiated and operated by the Parkdale Library as an incorporated non-profit service organization run by local citizens and staff from various service agencies.

1.5.4 Commercial Study:

A study of the commercial areas on Queen Street West and King Street West was undertaken between 1975 and 1977, during which time a questionnaire survey of merchants was administered and meetings were held with groups of merchants and the Parkdale-Queen West Businessmen's Association. In November, 1977, the Planning Board published a report, South Parkdale Commercial Study: Queen Street Commercial Strip, which identified the trends and main problems of the commercial strip and proposed certain goals and actions for the revitalization of the Queen Street commercial area. Following the publication of the report, a series of meetings was held with merchants and local citizens during which certain priorities and actions were proposed. As a result of these meetings, Planning and Development staff worked with merchants to revitalize the Queen Street commercial strip through its designation as a Business Improvement Area. A revitalization action programme utilizing funds allocated for neighbourhood improvements and the implementation of a parking study of Queen Street by the Parking Authority were also undertaken.

1.5.5 Parks And Recreation Facilities:

One of the major aspects of the planning programme during the past few years has been the provision of parks and recreational facilities in South Parkdale. The planning, design and development of the Spencer/Cowan Parkette has been completed. The City's Non-profit Housing Corporation has provided a semi-public park within the Dufferin/Gwynne non-profit housing project, and Number 7 Melbourne Avenue has been developed as a local park. Also, funds set aside in the South Parkdale Redevelopment Plan for the acquisition of local parks and provision of recreational facilities have been used to acquire 64-66 Beaty Avenue for parks purposes and to develop a school park at Parkdale Collegiate on Jameson Avenue.

The major thrust in the parks and recreation programme has been the planning and design of the Masaryk-Parkdale Community and Recreation Centre. This project involves the development of a large active park, landscaping of Cowan Avenue at Queen Street West, development of an active community and recreation centre, alterations to the Parkdale Library and the shared-use of local school grounds and facilities. A detailed and comprehensive approach to the provision of parks and recreational facilities in South Parkdale is contained in two major reports by Planning and Development staff:

a) Proposals for Parks and Recreational Facilities in South Parkdale, January 22, 1979; and

b) Proposals for Indoor Community and Recreation Facilities in South Parkdale, October 16, 1981.

Recently, City Council decided to use funds from the Community Services Contribution Programmes, for South Parkdale to provide a shared-use facility at Holy Family School. In addition, Council requested the Parks and Recreation Department to include funds for a community and recreation centre at Masaryk Hall-Cowan Avenue Community Centre in its 1983-1987 budget. Also, two reports on the management of such a facility and the co-ordination of community facilities and programmes in the neighbourhood have been requested by Council.

The final phase of the planning study involved neighbourhood group discussions of the draft Part II planning proposals. Though this process has been completed for sometime, three major factors have delayed the presentations of this report:

a) staff changes in the west end of the City;

b) pressure of ongoing work by Planning and Development staff in South Parkdale, including the Bachelorette Clean-up effort and

work on the provision of indoor community and recreation facilities; and

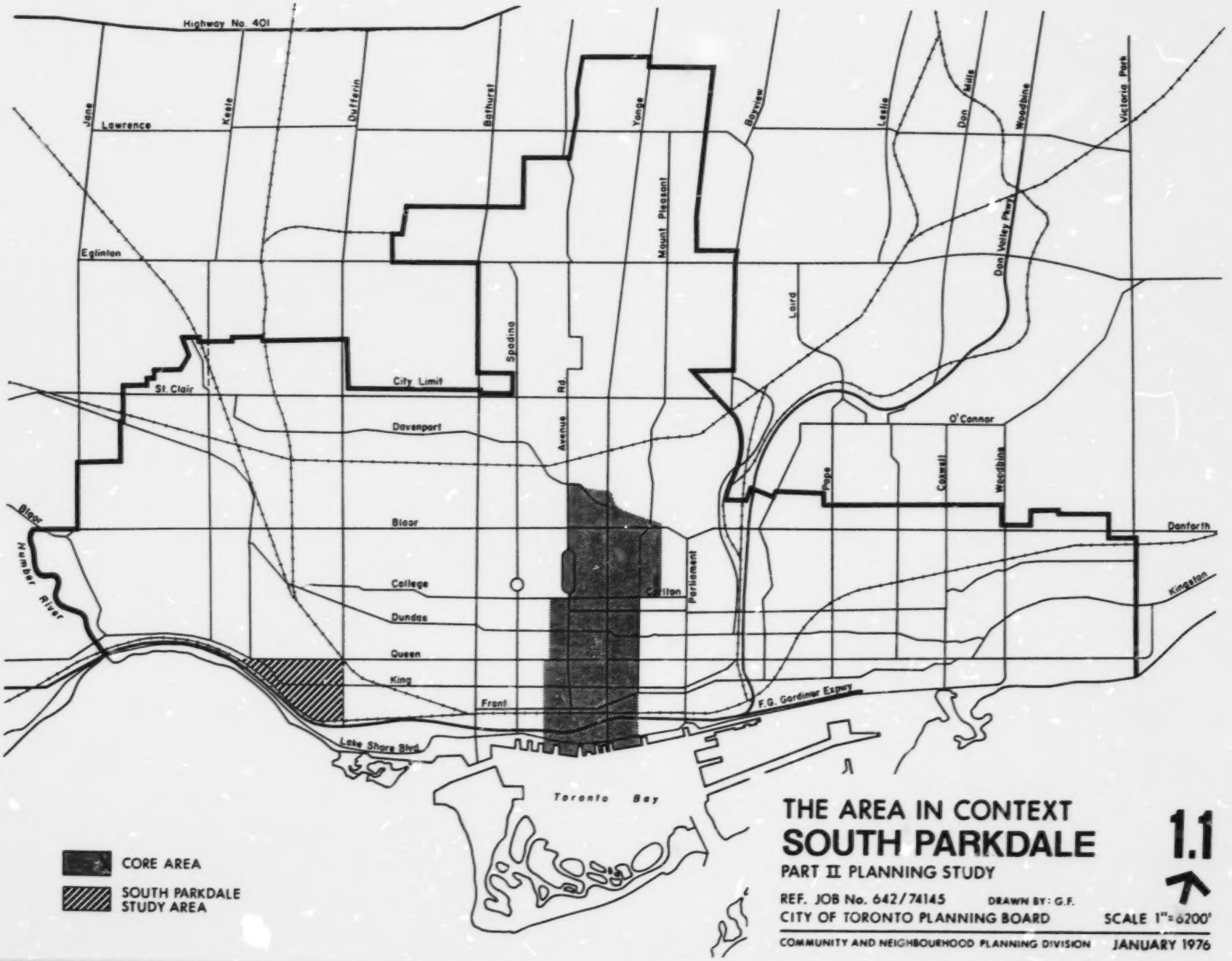
c) a study of the engineering feasibility and cost of the proposed South Parkdale/Western Beaches land-creation project immediately south of South Parkdale and between Dufferin Street and Dowling Avenue.

This report, therefore, is the result of the entire process described above.

1.6 How The Neighbourhood Plan Is Made Official

After this report is received by the Planning Board, the Board will hold a public meeting in the neighbourhood to obtain citizens' opinions on the proposed Plan. Based on comments received at the public meeting and written submissions by interested parties, final recommendations will be prepared and discussed by the Planning Board after hearing any further comments members of the public may wish to make. Once approved by the Board, the Plan will then be considered by the Land Use Committee and City Council. At the Land Use Committee, local citizens and other interested parties have a further opportunity to express their opinions and seek changes to the Plan. After adoption by Council, the Plan will be submitted to the Minister of Municipal Affairs and Housing of the Province of Ontario for approval.

The Minister will either approve the Plan or refer it to the Ontario Municipal Board for further consideration if there are any objections. Proposed changes to the Zoning By-law will be submitted to the Ontario Municipal Board which will hold a public hearing if there are objections. On approval, the neighbourhood plan officially becomes a legal document that would guide future changes in South Parkdale.



THE AREA IN CONTEXT
SOUTH PARKDALE
PART II PLANNING STUDY

1.1

REF. JOB No. 642/74145 DRAWN BY: G.F.

CITY OF TORONTO PLANNING BOARD SCALE 1"=6200'

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION JANUARY 1976

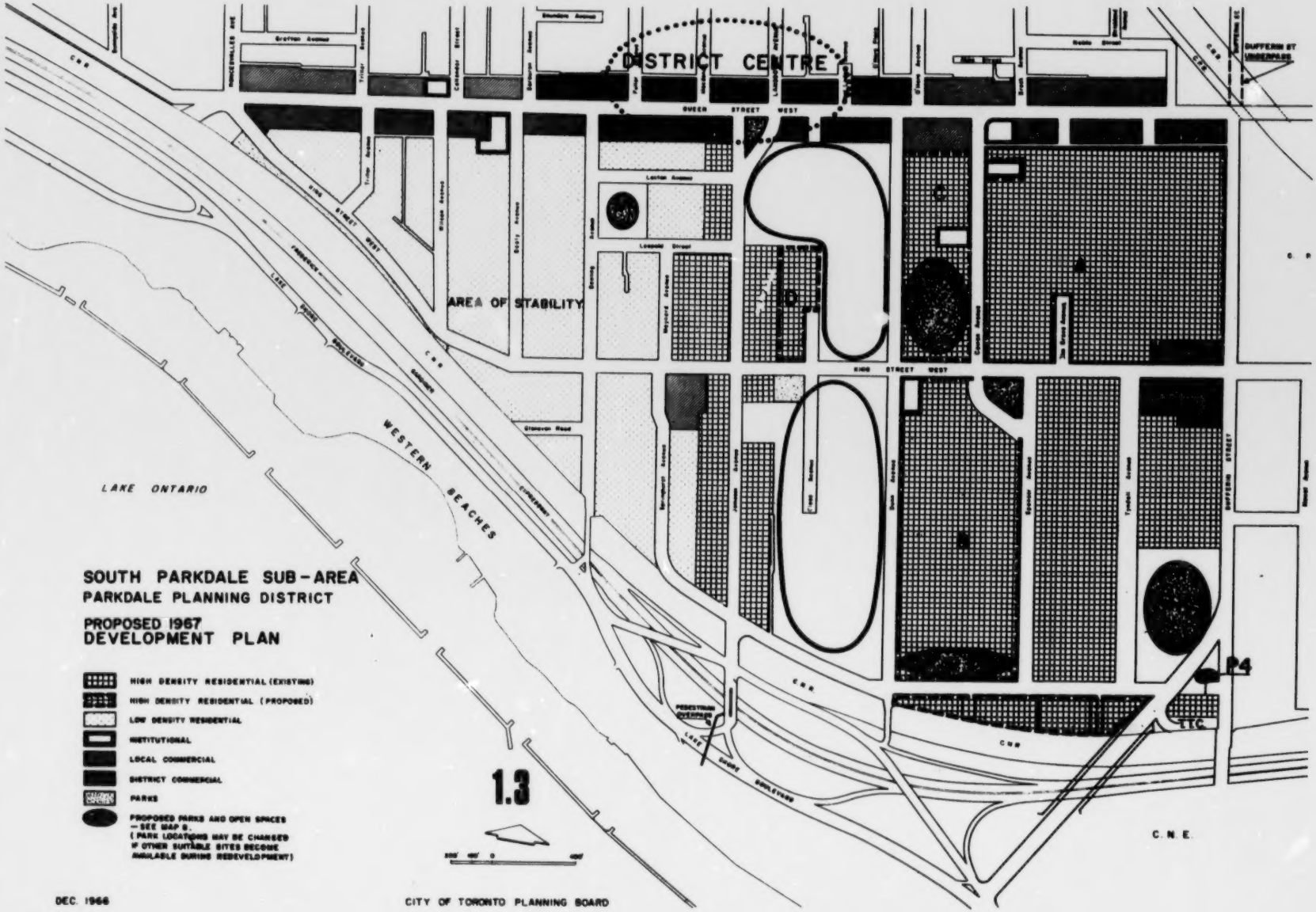
STUDY AREA
SOUTH PARKDALE
PART II PLANNING STUDY

1.2

REF. JOB No. 642/74145 DRAWN BY: G.F.

CITY OF TORONTO PLANNING BOARD SCALE 1"=1000'

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION JANUARY 1976



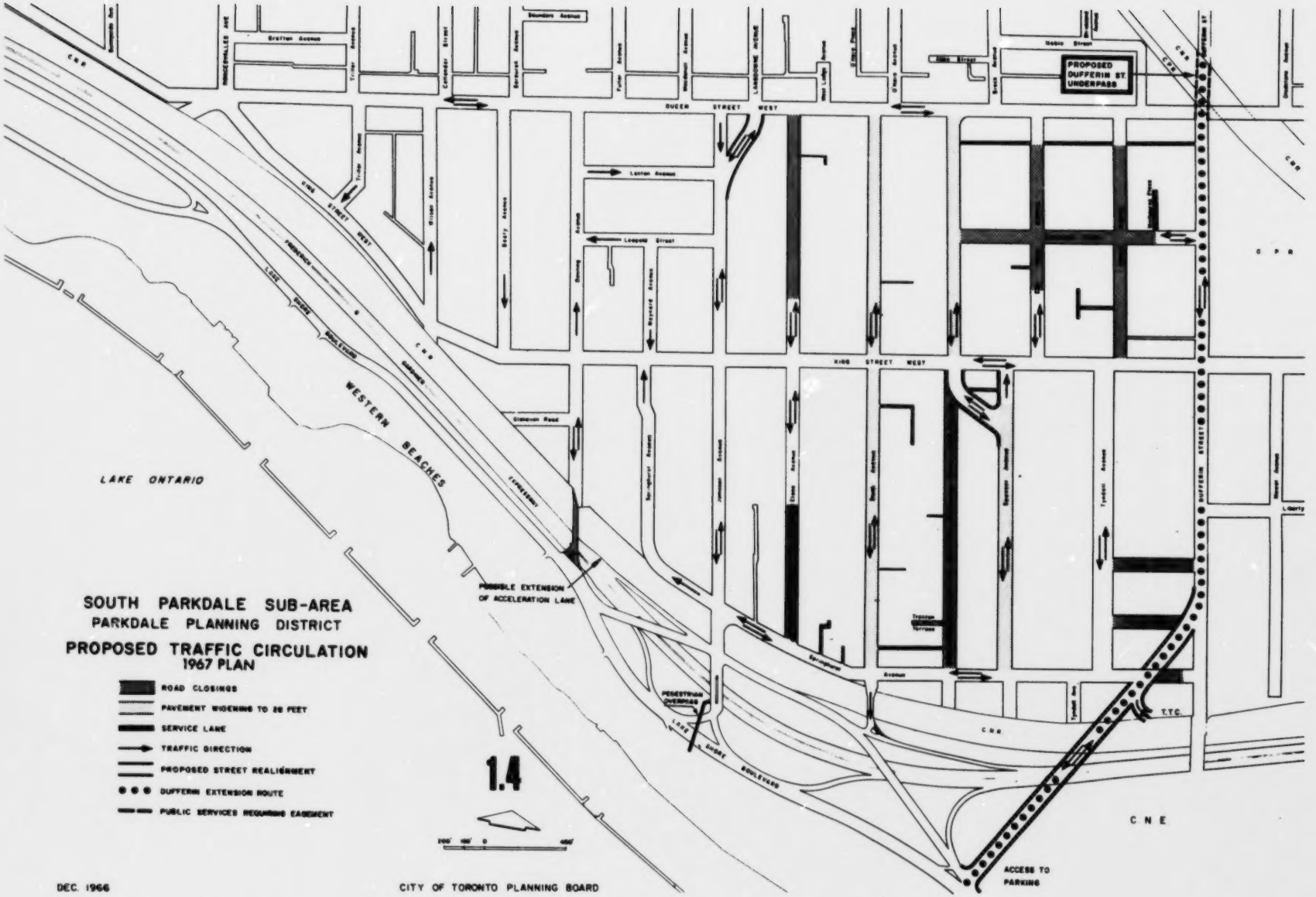
SOUTH PARKDALE SUB-AREA
PARKDALE PLANNING DISTRICT

PROPOSED 1967 DEVELOPMENT PLAN

- HIGH DENSITY RESIDENTIAL (EXISTING)
- HIGH DENSITY RESIDENTIAL (PROPOSED)
- LOW DENSITY RESIDENTIAL
- INSTITUTIONAL
- LOCAL COMMERCIAL
- DISTRICT COMMERCIAL
- PARKS
- PROPOSED PARKS AND OPEN SPACES — SEE MAP 8. (PARK LOCATIONS MAY BE CHANGED IF OTHER SUITABLE SITES BECOME AVAILABLE DURING REDEVELOPMENT)

DEC. 1966

CITY OF TORONTO PLANNING BOARD



SOUTH PARKDALE SUB-AREA
PARKDALE PLANNING DISTRICT
PROPOSED TRAFFIC CIRCULATION
1967 PLAN

- ROAD CLOSINGS
- PAVEMENT WIDENING TO 80 FEET
- SERVICE LANE
- TRAFFIC DIRECTION
- PROPOSED STREET REALIGNMENT
- DUFFERIN EXTENSION ROUTE
- PUBLIC SERVICES REQUIRING EASEMENT

DEC. 1966

CITY OF TORONTO PLANNING BOARD

2. SOUTH PARKDALE HISTORY AND PRESENT STATUS

Since its official founding in the last quarter of the 19th Century, South Parkdale has grown and changed as part of a rapidly expanding urban environment. The neighbourhood today is the combined product of local geography, governmental actions and development pressures that characterize the growth and expansion of the City.

2.1 Historical Changes

The area now known as Parkdale originally consisted of several farms, the largest of which was the Gwynne farm bounded by Queen Street, Dufferin Street, Jameson Avenue and the lake. Though South Parkdale extends somewhat beyond these boundaries, it can be said that the Gwynne farm was the historical origin of South Parkdale.

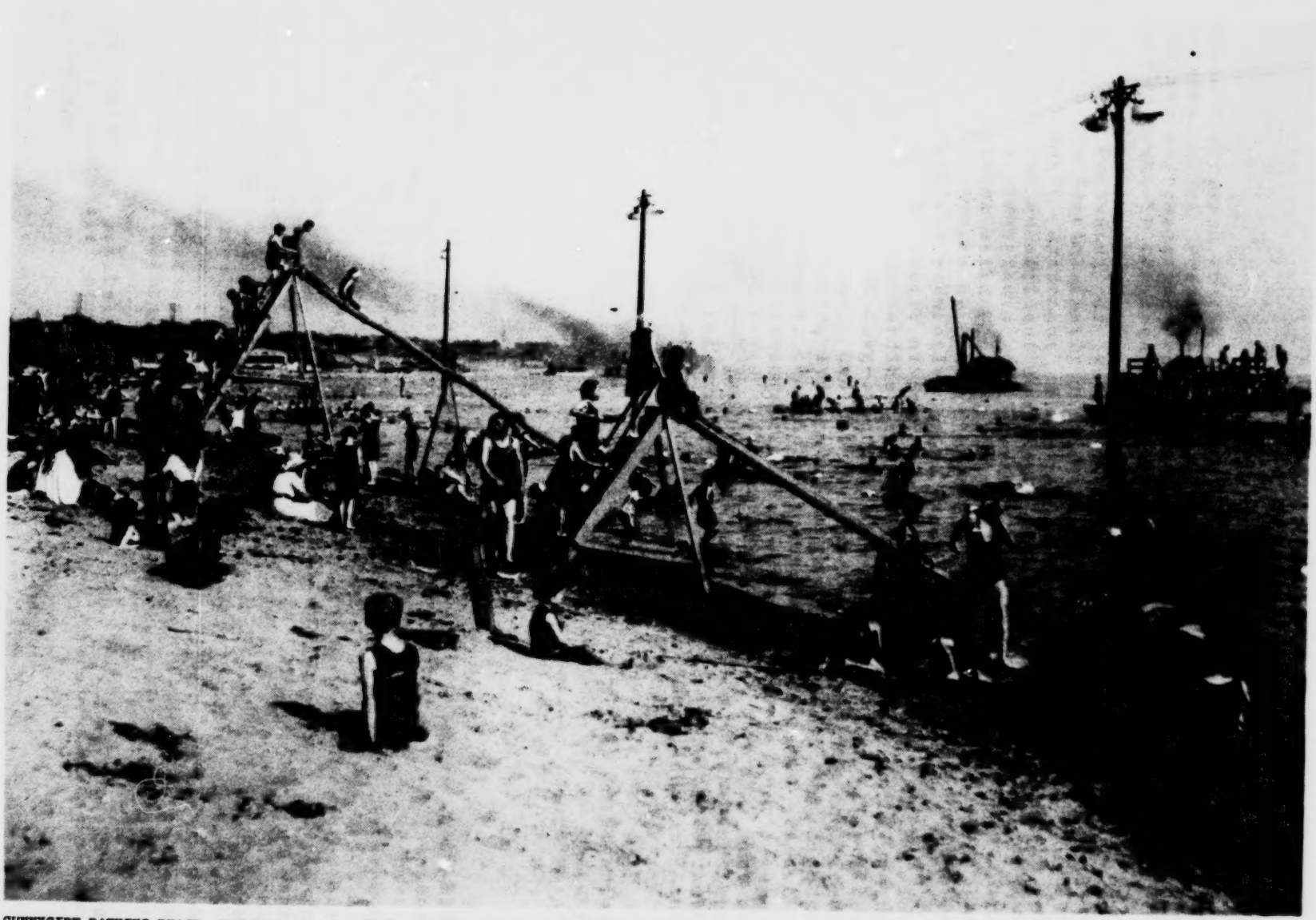
The character and residents of early South Parkdale have been aptly described by Miss Ethel Abel, who has lived on Cowan Avenue from the 1890's:

> "Our neighbours were mainly professional people, lawyers, doctors, retired academics and so on ... one of the most impressive homes (fronting on Queen Street between Jameson Avenue and Dowling Avenue with the backyard extending to Laxton Avenue) in the area belonged to John Laxton, a Toronto Justice of the Peace and Harbour Commissioner, (who) kept some chickens and a couple of cows on the land plus a vegetable garden."

The home of Mr. G. Plunkett Magann, inventor of the streetcar airbrake was:

> "an enormous stone house full of servants and gracious living, and fashioned of finely-chiselled red sandstone. The mansion and its floor-to-ceiling double windows faced the lake. The third floor was servants' quarters ... and they built a stone guest house to accommodate overnight visitors."

Such was the beginning of the early South Parkdale neighbourhood. Paraphrasing the words of Mr. Howard Walker, an historian of Parkdale, the lofty arches of healthy trees that lined the streets added beauty and shade and enhanced the large comfortable dwellings with their spacious grounds. The local north-south



SUNNYSIDE BATHING BEACH, AUGUST 1922 (COURTESY: TORONTO HARBOUR COMMISSION ARCHIVES)

streets extended to the lake where residents' boats moored at jetties. The predominant mode of urban transportation was the railway and goods and groceries were delivered from Queen Street to the homes in the area by wagon and sleigh.

By the beginning of World War II, South Parkdale was still a stable residential family neighbourhood with elegant dwellings and a few small apartment buildings. However, the population had changed from an affluent immigrant population of British Isles origin to immigrants of Western and Eastern European origin. Also, owner-occupied houses with roomers began to appear and the shops and stores on Queen Street changed to reflect the changing character of the population. The first dramatic change in the residential character of South Parkdale began in the 1950's. The construction of the Gardiner Expressway in the mid-1950's, the advance in age of long-standing home-owners and the flight from home of their children, and the increase in heavy truck-traffic on neighbourhood streets led to a change in the character of South Parkdale. The dramatic changes that occured in the area are aptly depicted in the transformation of Jameson Avenue from a quiet tree-lined street of large single-family homes in 1955 to an "apartment canyon" by 1962. The construction of the Gardiner Expressway destroyed the historical character of the neighbourhood and effectively isolated residents from the lake front and the Western Beaches.

South Parkdale, a community that had maintained its residential character and physical form for over three-quarters of a century succumbed to the forces of urban modernization and change which were exerting pressure on the whole Metropolitan area.

2.2 The Present

The South Parkdale neighbourhood has a land area of about 230 acres with a high gross population density of close to 90 persons per acre. The population density is concentrated in certain parts of the area according to particular land uses. The neighbourhood can be divided into a number of sub-areas, as shown on Map 2.1, which reflect differences in physical form, uses and character of various parts of the neighbourhood. There are two main concentrations of apartment buildings, the Jameson Avenue and Spencer/Tyndall sub-areas. Extending north-south through the middle of the neighbourhood is the Close/Dunn sub-area where institutional uses predominate. The other three residential sub-areas are mainly low-rise, two to three storey housing areas with a few small apartment buildings. The main shopping area is on Queen Street with three clusters of local commerce on King Street.

The existing population is predominantly low to moderate income with a substantial proportion of new immigrants and diverse ethnic groupings.

The neighbourhood is well served by its local street system and public transit, and vehicular access to most parts of the Metropolitan area is facilitated by the Gardiner Expressway and Lakeshore Boulevard. There are few local parks and recreational facilities in the area.

2.3 Surrounding Areas

To the north and north-west of the neighbourhood is a stable low-rise residential area with a few clusters of high-rise apartment buildings (Map 2.2). There is a commercial strip along Roncesvalles Avenue that forms an L-shaped commercial corridor with the Queen Street shopping area (Map 2.3). To the east of South Parkdale is the Niagara-Parkdale Planning Area that has been confirmed as an Area of Industry by the City. The CNR tracks, Gardiner Expressway and Lakeshore Boulevard, which are integral links in the Metropolitan and regional transportation network, form the southern and western borders of the neighbourhood.

Also, to the south of the area are Exhibition Place, Ontario Place and the western lakefront. The western lakefront was a popular local and regional bathing and recreational area in the first decades of this century. In the early 1970's, the Metropolitan Toronto and Regional Conservation Authority completed a master plan for redevelopment of the lakefront. However, the implementation of this plan has been delayed due to continuing discussions between the City and Metro. Further north-west, beyond the low-rise area, is High Park, a major regional park and recreational area with a wide variety of facilities.

2.4 Official Plan

Part I of the Official Plan designates the entire area east of Springhurst Avenue to Dufferin Street as a High Density Residence Area and the remainder of the area, west of Springhurst Avenue, as a Low Density Residence Area (Map 2.4). The Low Density Residence Area is considered "stable" and the maximum floor area of any residential building may not be greater than the area of its lot. Within the High Density Residence Area, Council could permit residential buildings with floor areas up to 2.0 times the lot area. For example, a building which covers half of the lot cannot be more than four storeys. In addition to these residential policies, the area around the Queen Street/Lansdowne Avenue intersection was designated as a District Commerce Centre. While the exact boundaries were not determined, within this general area City Council could permit commercial buildings with floor areas up to 5.0 times the lot area or residential buildings up to 2.0 times the lot area. However, City Council has adopted an intent to delete the District Commerce Centre designation from the Part I Official Plan.

The remainder of the Queen Street frontage and the three commercial clusters on King Street West are designated as Areas of Permissible Commercial Use, where commercial buildings up to 3.0 times the lot area or residential buildings up to 1.0 times the lot area could be built.

The north-eastern end of the neighbourhood, north of Melbourne Avenue and on the western side of Dufferin Street, is designated as an Area of Permissible Industrial Use, as is the northern side of Queen Street at its intersection with Dufferin Street.

The Official Plan designates the area north of South Parkdale as a Low Density Residence Area and the area east of Dufferin Street as an Area of Industry. The area to the south is designated as Open Space. All policies within Part I of the Official Plan are subject to clarification, expansion or change in the Part II Plan.

2.5 Zoning By-law

The Zoning By-law provides detailed controls over the size, location, design and use of all buildings and land in the City. In addition, it controls such things as parking facilities, vehicular access to these facilities, heights of buildings and open space around buildings. If a proposed alteration, renovation or new construction satisfies the requirements of the Zoning By-law, an owner/builder only needs a building permit before proceeding with the work. If, however, the proposed work violates one or more of the requirements of the Zoning By-law, the owner/builder must either change his plans to conform to the by-law or apply to the City for special permission and receive approval before obtaining a building permit.

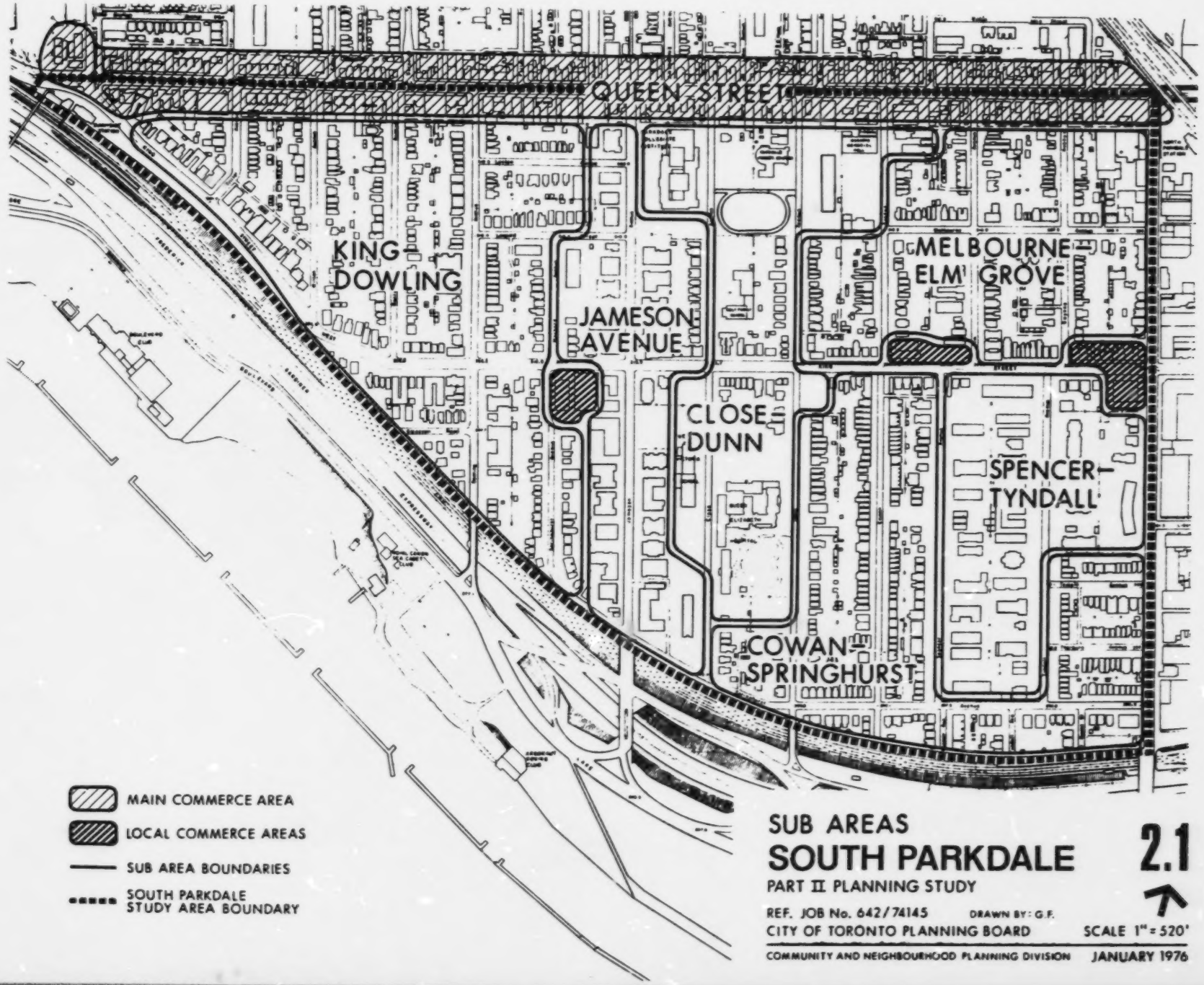
Applications to the City for variances to the Zoning By-law are of two broad types. First, applications for minor variances can be made to the Committee of Adjustment. Second, applications for major changes that conform to the general policies of the Official Plan must be made to the City Clerk's office for a rezoning of the particular site or area. This latter process involves more steps and usually takes a longer time than the former. In each case, nearby residents are informed of the application and can make their views known.

The present zoning for South Parkdale is shown on Map 2.5. The principal designation applying to the residential areas is R4 Z3, a category permitting a broad range of residential uses and floor areas of buildings up to 1.0 times the area of the lot. In addition, most of the areas that have been redeveloped are either zoned R4 Z4 which permits buildings at densities up to 2.0 or subject to special by-laws. A detailed list of uses permitted in various residential, commercial and industrial districts is given in Appendix "A".

With one small exception, the commercial area along Queen Street, between Roncesvalles Avenue and Dufferin Street, is zoned C1 V1. This designation permits any residential use and/or commercial use which is mainly intended to serve the surrounding communities to the north and south of Queen Street. Under this designation, buildings with gross floor areas up to 3.0 times the area of the lot are permitted; that is, a building that covers the entire lot area can be up to three storeys in height. Excluded from the C1 V1 area are industrial uses and heavy commercial activities such as distribution depots, lumber yards and cold storage plants.

The small area between Noble Street and the railway tracks is zoned C2 V2 which permits light industrial uses and heavy commercial uses such as the lumberyard presently located there.

The Kinhurst Plaza at the corner of King Street and Springhurst Avenue is zoned C1 V1 while the remainder of the commercial clusters on King Street are regulated by more restrictive commercial zonings to ensure that the commercial uses in such clusters are compatible with nearby residential uses.



SUB AREAS

SOUTH PARKDALE

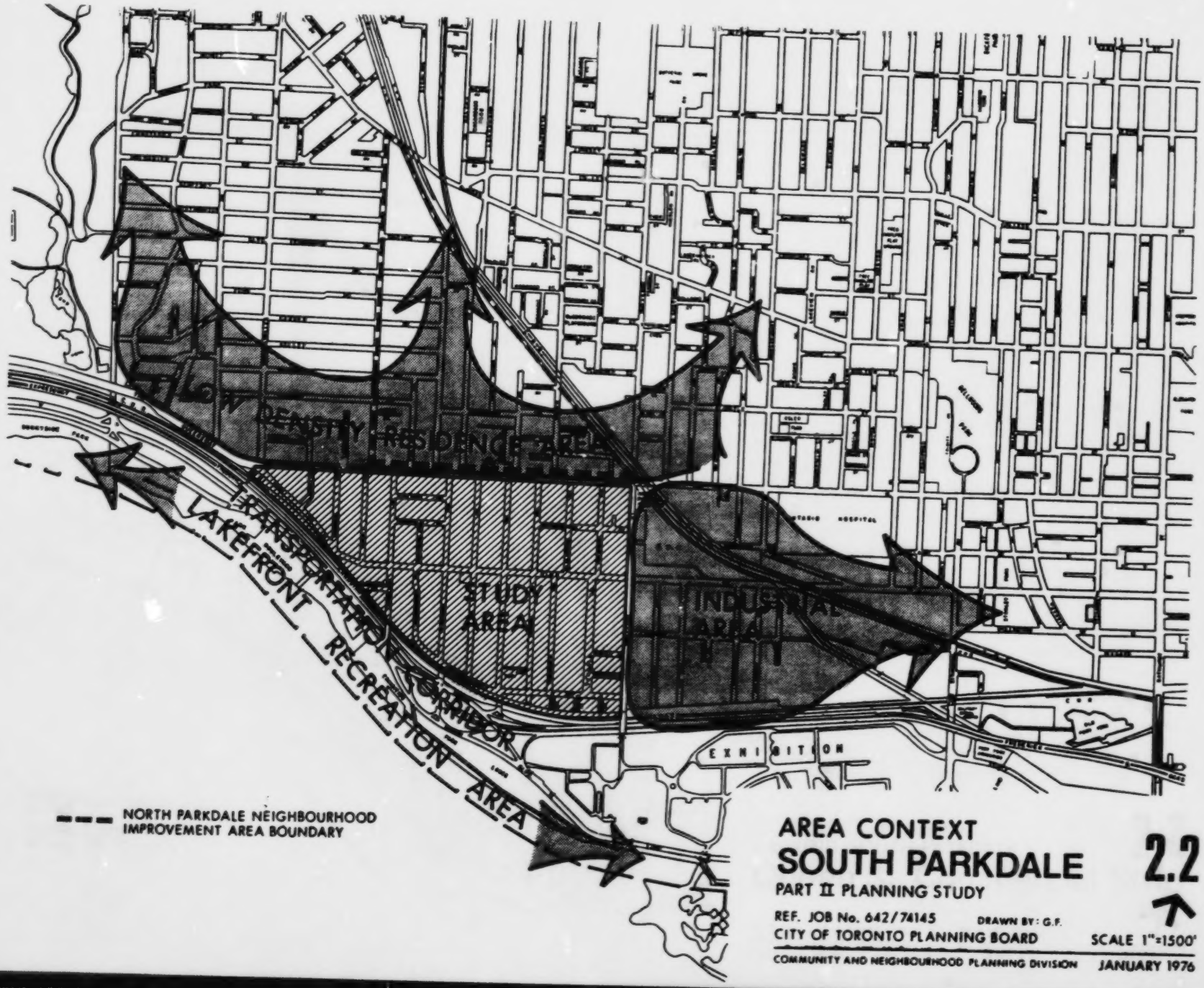
PART II PLANNING STUDY

2.1

REF. JOB No. 642/74145 DRAWN BY: G.F.

CITY OF TORONTO PLANNING BOARD SCALE 1" = 520'

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION JANUARY 1976



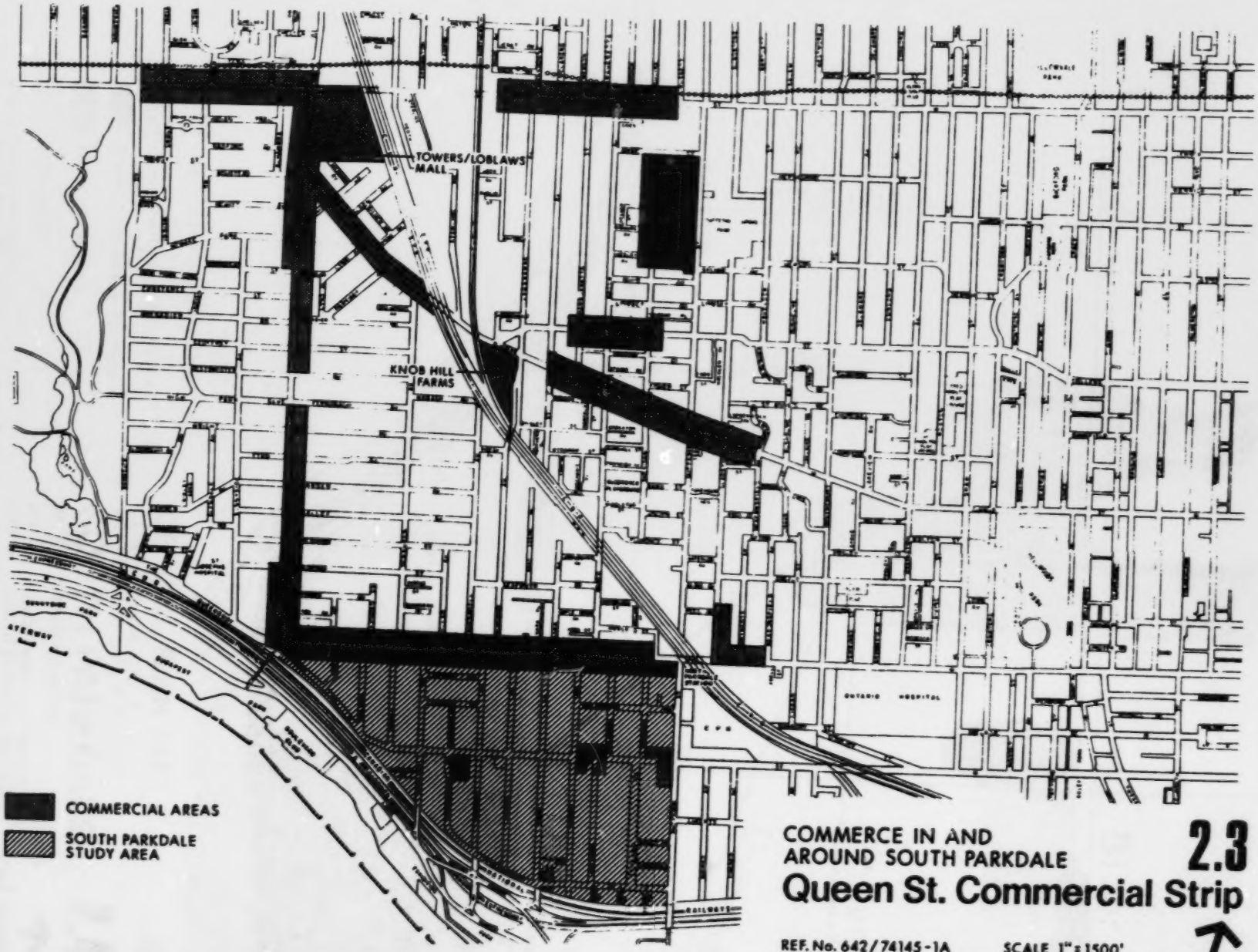
AREA CONTEXT
SOUTH PARKDALE
PART II PLANNING STUDY

2.2

REF. JOB No. 642/74145 DRAWN BY: G.F.

CITY OF TORONTO PLANNING BOARD SCALE 1"=1500'

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION JANUARY 1976

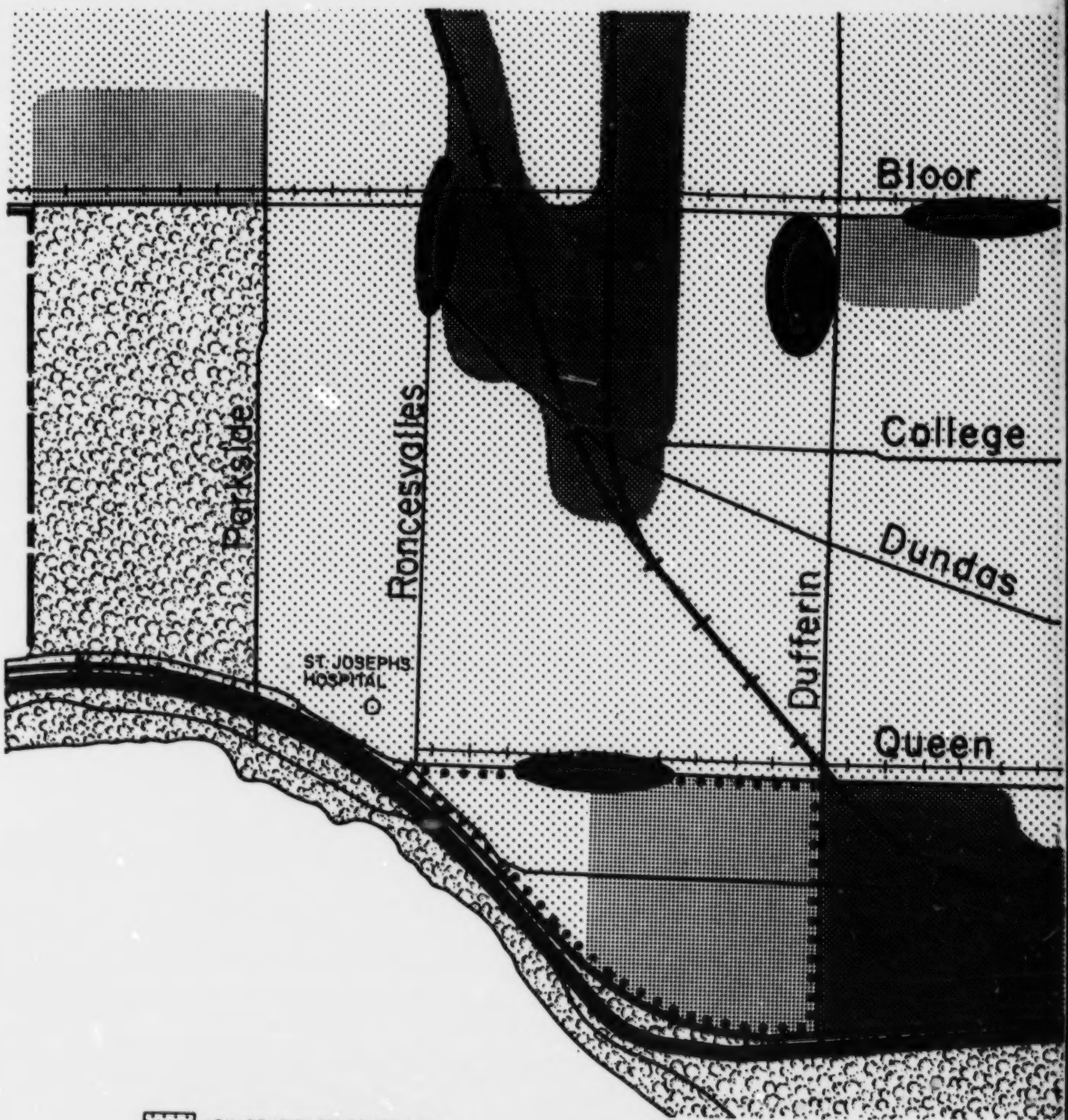


COMMERCE IN AND AROUND SOUTH PARKDALE

2.3 Queen St. Commercial Strip

REF. No. 642/74145-1A SCALE 1" = 1500'

CITY OF TORONTO PLANNING BOARD OCTOBER 1977



LOW DENSITY RESIDENCE AREA

HIGH DENSITY RESIDENCE AREA

DISTRICT COMMERCE CENTRES

AREAS OF INDUSTRY

OPEN SPACE

SOUTH PARKDALE STUDY AREA BOUNDARY

OFFICIAL PLAN PART I

EXTRACT FROM MAP I
GENERALIZED CITY PLAN MAP

SOUTH PARKDALE

PART II PLANNING STUDY

2.4

REF. JOB No. 642/74145 DRAWN BY: G.P.

CITY OF TORONTO PLANNING BOARD SCALE 1"=2000'

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION JANUARY 1976

PRESENT ZONING
SOUTH PARKDALE
PART II PLANNING STUDY

REF. JOB No. 642/74145 DRAWN BY: G.F.

CITY OF TORONTO PLANNING BOARD SCALE 1"=1000'

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION JANUARY 1976

2.5

3. TRENDS AND ISSUES

The present-day problems experienced in South Parkdale are the result of physical and socio-economic changes, both local and City-wide, which have occurred over the past few decades.

This section will examine trends in land uses, particularly housing, population characteristics, neighbourhood services, and transportation over the past two-to-three decades in the area. Since those trends have been outlined in detail in Trends and Planning Goals: South Parkdale, April, 1976, emphasis will be placed in this report on the period of the 1970's. Also, the resultant effects of those trends and the problems perceived by local citizens and identified by planning staff are described. This section, therefore, sets out the issues to be resolved in subsequent sections of this report.

3.1 Land Uses

South Parkdale has always been a residential neighbourhood with supporting land uses such as shopping areas, community services and facilities, parks and roadways (see Map 3.1: Existing Land Uses). Other uses in the neighbourhood are industrial and institutional. The problems experienced in South Parkdale have not been due to the general character of the uses but rather to the specific changes that have occurred mainly in the residential and shopping areas and in the use of local streets.

In the post World War II evolution of the City, South Parkdale experienced some dramatic changes which occurred in two phases; the first phase between 1950 and the mid-1960's, and the second phase from the mid-1960's to the present time.

In the first phase, several houses were demolished to make way for the construction of the Gardiner Expressway. During this phase, large homes on Jameson, Spencer and Tyndall Avenues were demolished and replaced by new apartment buildings. These changes accelerated the process of conversion of single-family homes into multiple-unit dwellings and boarding or lodging houses that was already underway in the area. By the mid-1960's, construction of apartment buildings had come to a virtual halt. The Queen Elizabeth Hospital, schools, churches and the pocket of industries on Dufferin Street between Queen Street and Melbourne Avenue did not undergo any significant changes.

The early 1970's witnessed the second phase of change which occurred mainly through conversion of existing buildings from one type of residential use to another such as conversions to boarding or lodging houses, group homes, ex-psychiatric homes, bachelorettes and nursing homes. The cumulative effects of a quarter century of change exerted severe pressures on South Parkdale that disrupted the physical and social stability of the neighbourhood.

3.2 Population And Households

In the post World War II period, South Parkdale experienced a steady increase in population and number of households with the largest increase occuring between the years 1956 and 1966. This increase in population and households was the consequence of conversions of single-family homes to multiple-unit dwellings and the boom in apartment building construction. Since 1966, however, there has been a decline in population from 19,160 to 18,135 in 1976, while the number of households increased from 6,950 to 8,055 in the same period.

The above increase in the number of units was mainly due to the construction of a few apartment buildings that increased the housing stock by approximately 600 units and the continued conversion of single family houses. Notwithstanding the reported decrease in population, South Parkdale remains a neighbourhood with one of the highest population densities in the City. The trend towards an increasing number of units lays the basis for a surge in population, particularly in a time of high unemployment and tight finances when people are more likely to share units than at other times.

3.2.1 Age Groupings:

The age structure of the local population has remained reasonably stable in the post-war period with the proportion of children 0-14 years being less in South Parkdale than either the City or Metro. However, the proportion of children in the City (21.1% in 1971 and 19.1% in 1976) and in Metro has been declining in the 1970's while that in South Parkdale has increased marginally (15.1% in 1971 to 15.4% in 1976). Also, South Parkdale contains a much higher proportion of young adults 20-34 years than either the City or Metro. While the proportion of senior citizens in the City (11.8% in 1976) and in Metro (8.2% in 1976) has increased, it has remained relatively constant in South Parkdale (10.8% in 1976).

3.2.2 Families:

The number of families in South Parkdale increased between 1956 (3,232) and 1966 (4,418) during the apartment construction boom but has been declining since 1966 to the extent that the number of

families reported in 1976 (3,985) is less than the figure for 1961 (4,074). In the City, on the other hand, there has been a decline from 1951 to 1976. For both South Parkdale and the City, the average number of persons per family and children per family have remained constant though South Parkdale has, on the average, smaller families than the City.

The number and proportion of families with children in South Parkdale have been increasing since 1961 with the increase occurring among families with 1-2 children. In 1976, families with children constituted 55.8% of all families while those with 1-2 children were 42% of all families. It is also significant that single parent families formed 29% of all families with children in 1976.

The proportion of family households compared to all households has been steadily declining both in South Parkdale and the City. From 72% of all households in 1956, family households in South Parkdale constituted only 48% of all households by 1976 (the decline in the City was from 84% to 59% in the same period). It is reasonable to conclude that the physical and social changes which have occurred in South Parkdale did not encourage and attract families and may have forced families to leave the area.

3.2.3 Other Household Characteristics:

Perhaps the most dramatic change that has occurred in the household structure of South Parkdale and the City is the rapid increase in single-person households. Between 1956 and 1971, single-person households, as a proportion of all households, increased from 16% to 33% in South Parkdale while the increase in the City was from 8.5% to 23% . By 1976, 42% of all households in the neighbourhood were single-person households (31% for the City). It is clear that single-person households are rapidly becoming the dominant type of household in South Parkdale.

Another important household characteristic that has shown a declining trend is owner-occupied private dwellings which, by 1976, consisted of only 8% of all occupied private dwellings (i.e., dwelling units) in South Parkdale as compared to the City's average of 41% in the same year. The relatively small proportion of owner-occupied dwelling units is due to the two main concentrations of high density apartment buildings in the neighbourhood (the Jameson Avenue and Tyndall/Spencer apartment areas). Though the above proportion of owner-occupied dwelling units is a true reflection of the small number of such units relative to the total number of dwelling units in apartment buildings, multiple-unit houses and single-family homes, the 8% figure could lead readers to an incorrect conclusion about the physical character and potential of the area. If, for example, apartment buildings were to be excluded from the calculation, then

owner-occupied dwelling houses, with and without tenants, would form about 50% of all remaining houses. Owner-occupied tenancy, therefore, is still a strong characteristic of the social aspect of housing in South Parkdale, and land with owner-occupied houses forms a large proportion of residential land in the area.

It would appear, from a cursory reading of Census data, that migration to and from South Parkdale is very high when compared to Metro. For example, in 1976, 22% of persons five years and over had occupied their dwellings for five years or more in South Parkdale as compared to 47% for Metro. Though the above proportion indicates the relatively high frequency with which people move in and out of dwellings in South Parkdale, it does not necessarily reflect migration to and from the area. On the contrary, in 1976, at least 70% of persons five years and over had been living in South Parkdale for five years or more while the similar proportion for Metro was about 74%. Also, about 20% of persons five years and over in South Parkdale were post-1971 immigrants to Canada, as compared to 9% for Metro. Thus, if post-1971 immigrants were excluded from the analysis, South Parkdale's population would be less mobile than Metro's population. It can be concluded, therefore, that population mobility with respect to South Parkdale was similar to that of Metro.

3.3 Housing

The dramatic change in land use from single-family dwellings to apartment buildings that began in the mid-1950's, came to an end in the mid-1960's. Since then, only ten apartment buildings and one senior citizens' home have been constructed; five of the apartment buildings were constructed after 1970. Of the five apartment buildings constructed after 1970, four are assisted housing and over 90% of the additional 700 units cater almost exclusively to single people, including senior citizens. It can be concluded, therefore, that the few apartment buildings that have been constructed in recent times consist mainly of bachelor and one-bedroom units catering to single people.

The virtual halt in new apartment construction was mainly the result of municipal policies and market conditions. By the mid-1970's, there was a shortage of rental housing for low to moderate income people and families. This shortage was made more acute by the "adults only" policy of apartment landlords and their unstated principle of renting mainly to job-secure tenants. The shortage of housing combined with the difficulty of obtaining suitably sized units led many families to move elsewhere. At the same time, demand for housing for low to moderate income single people was rapidly increasing as a result of the increase in population of single people in the City that was partly encouraged by available and affordable units in the 1960's.

This overall trend took on greater proportions in South Parkdale than in most parts of the City. In particular, the physical changes that occurred in the area, the influx of many low-income people, particularly single people, and the popularly perceived rapid deterioration in social living led to the flight of families and moderate income people from the neighbourhood. The larger houses in South Parkdale were too costly for prospective family residents and less economic for the creation of rental family units than for small apartments catering to single people. The relatively low cost per square foot of such houses in South Parkdale compared to other areas of the City, coupled with a growing neighbourhood population of single and low to moderate income people, attracted the bachelorette developers.

Several of the larger 2-3 storey dwelling houses were converted to boarding or lodging houses, converted dwelling houses or converted dwelling and lodging houses (ie., a house with a combination of rooms and apartments). Between about 1974 and 1978, the predominant trend in conversions was in the form of "bachelorettes".

Bachelorette conversion usually occurred through the renovation of existing 2-3 storey dwelling houses in order to create a dwelling house consisting of self-contained dwelling units. These conversions have taken two forms. First, dwelling houses were internally rearranged while the external form and appearance of the houses were maintained. Such conversions occurred mainly in the first phase of bachelorette development. Second, dwelling houses were completely gutted, sometimes demolished, and new buildings were erected that were larger and different in appearance to the original building. In most cases, the "bachelorette dwelling house" has the appearance of a small apartment building or a deformed single family dwelling house and contains many more units than the original dwelling.

The "bachelorette dwelling house" was usually converted illegally, that is, the conversion was not in accordance with the building permit issued. This was effected when the owner obtained a building permit to make alterations to an existing dwelling house for lodging house purposes but proceeded to create bachelor apartments instead of rooms. Also, illegal additions and changes were made, including provision of units in basements, lifting of roofs and floors that were not permitted. The apparent ease with which rooms were converted to apartments was due to the legal installation of a bathroom and the illegal inclusion of kitchen facilities by providing manufactured refrigerator/stove units that are easily connected to electrical and plumbing outlets.

The effects of the above trends are as follows:

A BACHELORETTE DWELLING HOUSE AT 70 WILSON PARK ROAD. SUCH BACHELORETTE BUILDINGS ALTERED THE CHARACTER OF THE STREET.

NEW CONSTRUCTION OF BACHELORETTE DWELLING HOUSES AT 145-149 COWAN AVENUE. LITTLE OR NO OPEN SPACE WAS PROVIDED AROUND THESE BUILDINGS.

AN EXISTING HOUSE WHICH HAS BEEN CONVERTED INTERNALLY TO BACHELORETTE UNITS.

a) Since the 1971 Census, the few new apartment buildings and bachelorette conversions have created an estimated 2,500 new units catering almost exclusively to single people. However, some of those units are occupied by families, particularly single-parent families, or are shared by single people. It seems reasonable to assume that the proportion of single people and single-person households has increased substantially. It would not be an exaggeration to conclude that single persons, single-person units and single-person households form well over 50% of the total population, units and households respectively in South Parkdale.

b) Many houses suitable for families have been converted to bachelorettes and the proportion of family housing and family households has continued to decline since 1976. However, the recent reconversion of bachelorette buildings would provide some units suitable for families.

c) Owner-occupied dwelling units as a proportion of all dwelling units have continued to decline. It is, however, unlikely that the number of owner-occupied houses as a proportion of all houses, including apartment buildings, has declined to any significant extent.

d) The problem of parking has become more acute as vehicles, owned or used, per unit in bachelorettes seem to be higher than in traditional boarding or lodging houses.

e) The large number of units in bachelorette buildings and the consequent net increase in population has resulted in a high population density in Low Density Residence Areas that places severe pressure on existing neighbourhood services.

f) Bachelorette developments have reduced the flexibility of house-form buildings.

g) The form and appearance of bachelorette buildings have altered the traditional streetscape in 2-3 storey housing areas.

h) Many tenants in bachelorette developments seem to have a different social lifestyle to that of nearby residents, and this has increased conflicts and caused intervention by the police in disputes between residents.

i) Many 2-3 storey houses have been allowed to deteriorate to the extent that extensive repairs or renovations seem needed.

"Bachelorette" conversions, therefore, have increased both physical and social instability and have led to an imbalance in the population structure of the neighbourhood.

3.4 Regional Institutions And Institutional Homes

South Parkdale has one major regional institution, the Queen Elizabeth Hospital, which is a chronic care facility that has been recently demolished and reconstructed. Over the past two decades, there has been an increasing trend towards the conversion of 2-3 storey dwelling houses into group homes, ex-psychiatric homes, nursing homes and other types of homes for people with social, emotional, health or physical problems. A survey carried out by Planning and Development staff in the summer of 1982 showed that there is a total of 53 known homes in addition to the Queen Elizabeth Hospital accommodating approximately 1,880 people. The following table details homes by type and number of beds/residents.

Type of Home	# of Homes	%	# of Beds	%
Queen Elizabeth Hospital	1	1.85	300	15.98
Licensed Nursing Homes	5	9.25	333	17.74
Homes for the Aged	2	3.70	152	8.10
Other Nursing-type Homes*	7	13.00	220	11.72
Residential Care Facilities	10	18.50	116	6.18
Homes for Ex-psychiatric patients**	29	53.70	756	40.28
Total	54	100.00	1,877	100.00

* Other Nursing-type Homes are those homes that are neither financially supported nor regulated by any government agency.

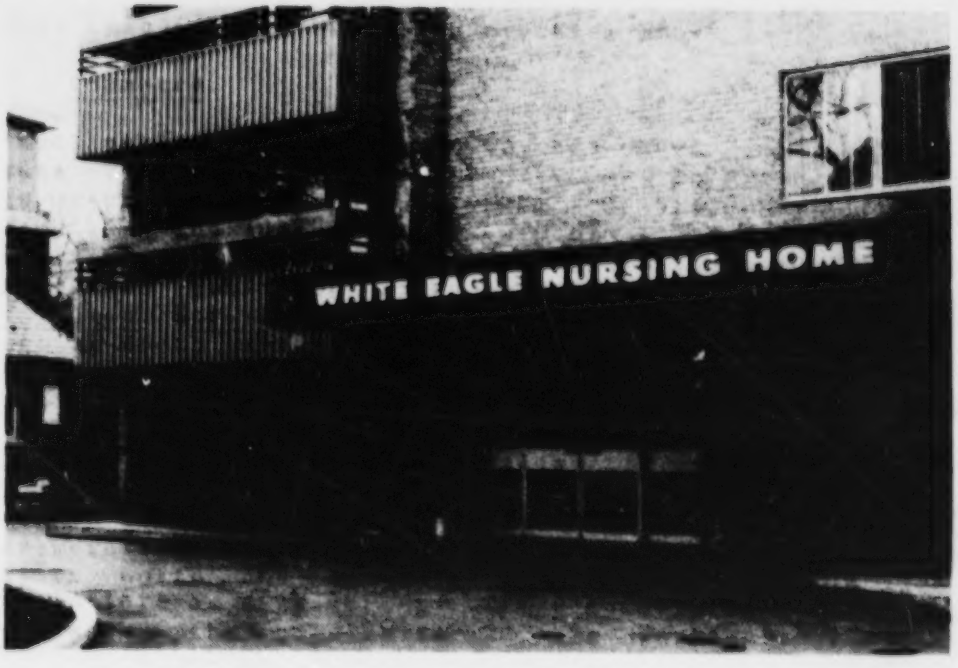
** Homes for Ex-psychiatric Patients include known homes that are recommended by Queen Street Mental Health Hospital and those that are not recommended.

It can be concluded from the above table that ex-psychiatric homes are the dominant type of institutional home in the neighbourhood. In general, if the Queen Elizabeth Hospital is excluded, nursing homes and ex-psychiatric homes form over 75 per cent of all such homes and contain over 80 per cent of all beds in these homes.

In addition, it has been estimated that South Parkdale contains about one quarter of all ex-psychiatric boarding homes in Metro Toronto and approximately one third of all recommended beds in such homes in the City. Also, the average number of beds/residents per home in the City, excluding South Parkdale, is about 15 while in South Parkdale the average is about 26.

Neighbourhood residents, particularly in the low-rise residential areas, have expressed great concern about and, in many instances,

PRIVATE NURSING HOMES IN SOUTH PARKDALE.



opposition to the concentration of institutional homes in the area. Though in the past few years the problem of bachelorette conversions have overshadowed the issue of institutional homes at neighbourhood meetings, residents are once again beginning to view the expansion and concentration of these homes as a major problem. In particular, the concentration of ex-psychiatric homes in the neighbourhood has created concern among residents. Many local citizens have expressed the view that the area is becoming an institutional neighbourhood. The present number and level of concentration of ex-psychiatric homes in South Parkdale, combined with the number of other types of homes, threatens the stability of the area as a residential neighbourhood accommodating a variety of households, particularly families.

The reasons for the concentration of institutional homes in the area have been fourfold. First, the neighbourhood is in close proximity to two hospitals: Queen Street Mental Hospital at 999 Queen Street West and St. Joseph's Hospital. Second, the working-class character of the neighbourhood's population, combined with the fact that many local residents have been of low income, led to relatively weak community organization and made it easy for operators to locate in the area. Third, there are many large houses in the neighbourhood that are ideal for the operation of institutional homes. Fourth, permissive municipal legislation allowed such homes to locate in the residential areas of South Parkdale. When it is considered that these homes are created through the conversion of existing 2-3 storey dwelling houses, the urgency of the problem cannot be overestimated. The recent closure of Lakeshore Psychiatric Hospital increases the fear of residents that a rapid expansion of these homes is imminent.

3.5 Commerce

Over the past few years, the City has shown great concern about the state of traditional retail strips as evidenced by several reports on the subject, both City-wide and neighbourhood-specific, that have been considered by the City of Toronto Planning Board and City Council. In specific reference to South Parkdale, the Planning Board published a report, South Parkdale Commercial Study: Queen Street Commercial Strip, November, 1977, as part of the ongoing South Parkdale planning study. This report examined the trends and issues concerning the commercial areas in South Parkdale and made proposals for the resolution of many issues. In addition, City departments have been actively working with merchants on Queen Street to revitalize the commercial strip.

Commerce in South Parkdale can be divided into two categories, the main commercial centre on Queen Street West that serves the population north and south of Queen Street and the three local retail clusters on King Street. These commercial clusters on King Street serve the population in the surrounding residential

buildings, particularly residents of apartment buildings south of King Street. Though the Dominion Supermarket at King and Dufferin Streets has been replaced by a MacDonald's restaurant and a few convenience stores, the turnover of ownership and types of stores has been very low in the past few years. In general, local retail on King Street seems to have been stable and flourishing. It is the main commercial area on Queen Street that has caused concern to residents, merchants and the City over the past few years.

Land uses on the Queen Street Commercial Strip have been mainly a mix of retail, residential, offices and community services and facilities. The north side of Queen Street is predominantly retail at grade with residential uses in the upper floors of buildings. The south side, however, consists of a mix of exclusively residential buildings, a few offices, some retail and a number of buildings used for community services and facilities.

Up to the 1950's and early 1960's, the Queen Street Commercial Strip consisted of a variety of stores and personal commercial services that reflected the tastes and needs of Parkdale's British and European immigrants. With the changes that occurred in the late 1950's and throughout the 1960's, the commercial strip began to experience changes that reflected the shifting composition of the population and the new shopping patterns of City residents. The number of discount and secondhand stores, ethnic and specialty shops, eating establishments, auction houses and retail liquor outlets increased while supermarkets, general and accessory clothing stores, new furniture stores and personal services declined. This trend has continued to the present time and seems to be the result of the increase in the number of low income people, new ethnic residents and the increasing proportion of single people in the neighbourhood.

The mid-section of the commercial strip, from Fuller Avenue to Brock Avenue, is the most vibrant section of the strip (Map 3.2). The eastern section from Brock Avenue to Dufferin Street, particularly east of Cowan Avenue, has declined in commercial viability and so too has the section from Triller Avenue to Fuller Avenue, particularly on the south side of Queen Street. The westerly section of the strip, from Roncesvalles Avenue to Triller Avenue, consists predominantly of specialty stores, many of which trade in antiques. These stores seem to experience a brisk retail trade and cater to a regional clientele.

The Planning Board report, South Parkdale Commercial Study, November, 1977, details the issues on the Queen Street commercial strip as perceived by merchants and residents who differ in their opinions on some of the main issues. Merchants are of the opinion:

- that existing businesses are too unstable and there are too many "junk" stores and vacancies;

- that there is a deficiency in parking facilities in parts of the strip;

- that the "wrong type" of people have been moving into the area, particularly immigrants and welfare recipients; and

- that competition is mainly from plazas and auto-related commercial enterprises.

On the other hand, residents feel that more specialty shops and "good" restaurants are needed and competition is mainly from the King Street commercial clusters, downtown and plazas. Both residents and merchants, to varying degrees, view crime, drunks, bars and taverns, poor quality and selection of goods, poor physical appearance and "atmosphere" as the main problems. Although the survey was done in 1977, the views expressed would appear to hold true today.

The section of the Queen Street Commercial Strip where most of the problems are concentrated is the eastern section from Brock Avenue to Dufferin Street. This section has been in a process of decline due to deteriorating physical appearance, high vacancy rates and the proliferation of "deadening" uses at street level. Also, there is a concentration of retail liquor stores which attract drunks and some youths whose behaviour is considered by some residents as outside of the traditional social norm. Further, some enterprises are opened for a limited number of days per week and many uses at street level tend to create a deadening effect along the strip. Within the past two years, however, new businesses have been started in this section of the strip.

It would appear that the basic factors underlying the above problems are:

a) The shopping patterns of City residents have changed from shopping at local neighbourhood strips to plazas, downtown and on particular commercial strips that offer specialty items such as ethnic commodities, antiques, crafts, entertainment, "good" restaurants, meat and vegetable markets. Parkdale's Queen Street Commercial Strip does not offer such specialty items with the exception of the stores at the western end of the strip near to Roncesvalles Avenue and a few stores in the vicinity of Lansdowne Avenue and Queen Street.

b) The potential market on or close to Queen Street has not substantially increased either in population or purchasing power and owners of buildings and merchants have not been successful in attracting the potential market of about 35,000

people in the Parkdale district, south of Dundas Street. The appearance of buildings, display of commodities and commercial uses and activities or lack of activities on Queen Street do not attract large numbers of potential shoppers in the district.

c) The lack of an attractive and pleasant environment along Queen Street does not encourage people to walk along the strip. This factor is also strengthened by the lack of activities, reduced opening hours of some establishments and the predominance of "winos" and "juvenile deliquents" in certain sections of the strip.

d) The substantial increase in the population of low-income single people, welfare recipients and residents in institutions seems to have accelerated the process of decline and discouraged some merchants from taking individual private initiative to rehabilitate buildings and introduce new commercial activities.

The prevailing trends on the Queen Street commercial strip will continue unless concerted actions are taken to reverse those trends and revitalize the commercial area, or a dramatic change in the socio-economic character of the Parkdale population occurs.

3.6 Industry

Though South Parkdale borders an industrial area that extends eastward from Dufferin Street, there is only one small concentration of industrial uses in the neighbourhood. These industrial uses are situated on the western side of Dufferin Street, between Queen Street West and Melbourne Avenue, with the exception of one industrial use, A & B Photo Engravers, that is located south of Melbourne Avenue.

The area of industrial concentration is approximately two acres and contains nine industrial enterprises with a total gross floor area of just under 100,000 square feet. They vary in size from 1,900 square feet to 25,000 square feet and employ a total of just under 200 workers.

Four of the nine industries have been at their present location for 6 to 10 years, four for between 10 and 14 years and one has been there for over 40 years. All of the nine manufacturers like their present location and intend to stay in the area, although four of the nine complained of "no room for expansion".

The range of industrial uses includes photo-engraving, manufacture of hand tools and luggage, dyeing and waterproofing, bookbinding, display graphics and import/wholesale distributors. Adjacent residents have not expressed any great concern about the

industrial operation. Only in the case of SECO, manufacturers of handtools, which is located at the north-western corner of Dufferin Street and Melbourne Avenue, have residents complained about oil on the sidewalk, loading and unloading of large trucks that are parked across sidewalks, open bins with metal shavings with which children tend to play and dust floating into nearby homes.

3.7 Neighbourhood Parks, Recreation and Services

In the early part of this century, there was little need for neighbourhood parks. The gracious houses on large lots combined with the homogeneious character of the population created a situation in which the spacious grounds around houses performed the function of local parks used by the "community of families" on the street. In addition, the virtually traffic-free local streets and the large trees that lined the streetscape, permitted safe use of the streets, sidewalks and front yards for walks, sitting out and play areas for small children. Further, the western lakefront was a safe and short walk from most houses. South Parkdale, therefore, could have then been described as a "village on the lake". The changes that were occurring prior to the mid-1950's, but particularly afterwards, dramatically altered that character.

The need for local parks, recreational facilities and other types of neighbourhood social services, increased after World War II for a number of reasons including:

a) the construction of the Gardiner Expressway which effectively isolated South Parkdale from the western lakefront;

b) the construction of apartment buildings that led to a rapid growth in population;

c) the ethnic diversity of the population; and

d) dramatic increases in the volume of vehicles using local and arterial streets.

Prior to the advent of the neighbourhood planning process in 1975, there was an acute shortage of local parks in the area. Whereas local parks in the City averaged 0.775 acres per 1,000 population and the western area of the City averaged 0.296, the average for South Parkdale was 0.156. The situation was aggravated by the fact that only one of the six parkettes in the neighbourhood had recreational facilities that catered to small children. The seven churches and three schools in the area contained some limited recreational facilities. But these facilities were intensely used and there were few opportunities for more intensive use by residents. The only community centre in the neighbourhood, the

"Fire Hall" Community Centre, offered no recreational facilities and provided no municipal recreation programmes.

The main issues relating to the planning and provision of social services are duplication in some services and deficiencies in others, lack of joint planning and operation of services, lack of funding sources and the lack of involvement of users in the planning and implementation of service programmes.

3.8 Traffic, Parking And Transit

Most of the 2-3 storey dwelling houses in South Parkdale were constructed prior to 1920 and almost all residential buildings, with the exception of apartment buildings on Jameson, Spencer and Tyndall Avenues, were erected before 1950. These buildings were, therefore, designed and constructed in a period when the private automobile was not the main means of transportation. Consequently, setbacks from the lot line and spaces between buildings were not established to cater to present-day needs for off-street automobile parking.

With the dramatic increase in the use of private motor vehicles since World War II, City neighbourhoods have experienced severe traffic and parking problems. South Parkdale has not escaped this experience.

One of the major problems associated with traffic flow in South Parkdale is the high volume of traffic on local streets, particularly through-traffic. A 1974 traffic study indicated that over 75 per cent of all vehicles entering local streets were travelling through the area. The situation seems to be no better today. As a result of this high volume of through-traffic, a number of other associated traffic problems are experienced, including a high number of turning movements and congestion at intersections along King and Queen Streets and speeding. Traffic congestion is particularly acute at the Jameson/Queen/Lansdowne jog during rush hours. The combination of the above factors results in pedestrian/vehicular conflicts on local streets and at major intersections.

One of the causes of such a high volume of through-traffic is the Jameson Avenue and Dunn Avenue ramp connection with the Gardiner Expressway and Lakeshore Boulevard. Vehicles leaving the Gardiner Expressway at the Jameson and Dunn Avenues interchange, use the Jameson/Dunn ramp to get to King and Queen Streets through such local streets as Springhurst Avenue, Dowling Avenue, Jameson Avenue, Dunn Avenue, Cowan Avenue, and Tyndall Avenue. Many drivers seek to avoid congestion at major intersections by using other local streets, thus creating heavy through-traffic on virtually all local streets.

Another problem experienced by residents, workers and visitors to the neighbourhood is the acute shortage of parking spaces. There is heavy on-street parking on almost all neighbourhood streets. Though Permit Parking was introduced as a means to free on-street parking spaces for overnight use by residents with permits, this measure has not been very successful in South Parkdale. Non-permit holders continue to occupy on-street parking spaces and many permit holders cannot find vacant parking spaces on their streets.

The shortage of parking spaces has been most acute in the 2-3 storey housing areas of the neighbourhood and has become even more acute with bachelorette developments. In the high density residential areas, there seems to be an oversupply of private parking spaces but many residents continue to park their vehicles on the street.

Traffic congestion and a shortage of parking spaces on Queen Street have been contentious issues in the neighbourhood within the past few years. Many merchants, particularly in the eastern section of Queen Street between West Lodge Avenue and Dufferin Street, are of the opinion that there is a shortage of parking spaces along Queen Street. However, a parking needs study by the Parking Authority of Toronto indicates that no additional parking of the magnitude that would involve the Parking Authority is required on Queen Street. Opinions expressed by many merchants and some residents indicate that one of the factors which discourages people with cars from shopping on Queen Street is the combined problem of traffic congestion and parking.

South Parkdale is well served by public transit which provides east-west and north-south connections via the Queen Street and King Street streetcars and the Dufferin and Lansdowne buses respectively to subway lines and the Metropolitan transit system. The north-south buses place residents within 10-15 minutes of the Bloor subway line, and streetcars take about 15-20 minutes to Bay and Yonge Streets depending on traffic congestion. However, many residents and Queen Street merchants have complained about the lack of public transit connecting the high density and southern part of the area to Queen Street. It is felt that such a bus or streetcar would encourage more residents to shop on Queen Street and encourage greater public use of transit by residents in the southerly portion of the area near to Springhurst Avenue.

3.9 Summary Of Issues

Population:

Trend in population composition towards a high proportion of singles and low-income residents and a declining proportion of family households.

Housing:

High Density Residence Area designation between Dufferin Street and Springhurst/Maynard Avenues creates uncertainty about the future of the area. Large number and concentration of bachelorettes at the expense of family housing and traditional boarding or lodging houses. Over 50 per cent of all units cater to singles or couples. Families who want to live in the neighbourhood cannot find suitable accommodation and are, therefore, forced to locate elsewhere.

Institutions:

High concentration of institutional homes and beds.

Queen Street Commercial Strip:

Competition from King Street West but mainly from other nearby commercial areas and activities, shopping plazas and malls, and downtown shopping areas. Large influx of low-income and single people results in a decrease in gross disposable income in the trade area and discourages merchants from improving their businesses. Merchants also perceive "winos", drunks, juvenile delinquents and inadequate parking in the eastern portion of the strip as major problems. Poor quality and variety of products and stores, unattractive displays and physical appearance, "winos", drunks, etc., seem to discourage residents from shopping on Queen Street West.

Industry:

Occupies a small area. Few problems experienced by residents. Complaints are mainly about the effects of the operation of one firm.

Parks, Recreation and Services:

Lack of indoor community and recreation facilities, indoor space for programmes and information about available facilities and programmes. Few local parks. No safe and convenient access to western lakefront for pedestrians.

Traffic and Parking:

High volume of through-traffic on local streets. Traffic congestion at intersections along King and Queen Streets West. Shortage of parking spaces. North/south transit connection between Queen Street West and Springhurst Avenue needed.

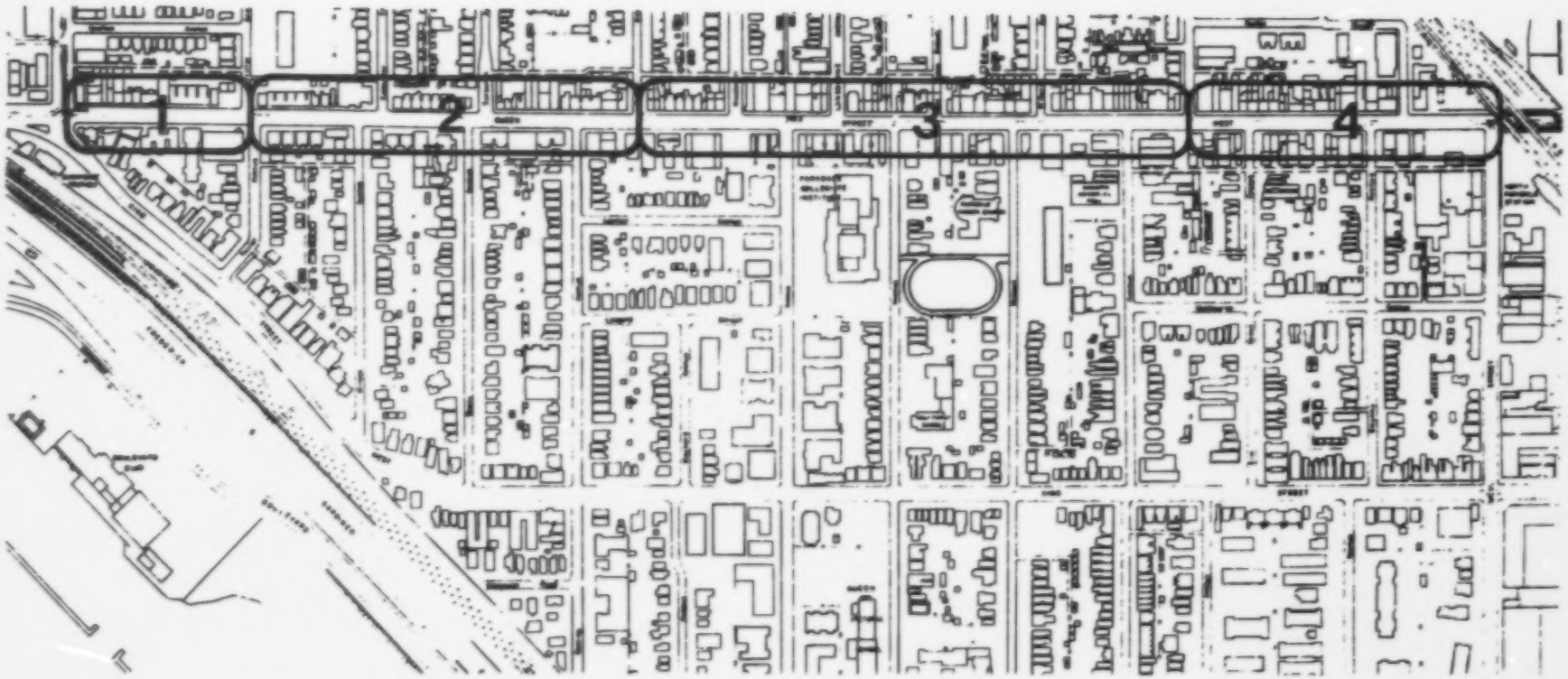
GENERALIZED LAND USE
SOUTH PARKDALE
PART II PLANNING STUDY

3.1

REF. JOB No. 642/78145 DRAWN BY B.A.E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT. 1982



1 RONCESVALLES / TRILLER

2 TRILLER / FULLER

3 FULLER / BROCK

4 BROCK / DUFFERIN

COMMERCIAL SUBAREAS

3.2

Queen St. Commercial Strip

REF. No. 642 / 74145-1A SCALE 1" = 500'

CITY OF TORONTO PLANNING BOARD OCTOBER 1977

4. CHOICE FOR THE FUTURE

South Parkdale is at an important juncture in its history. 1979 marked the Centennial of the neighbourhood, as it was a century ago that the "Village of Parkdale" was proclaimed. It was a community of the social elite of Toronto living in magnificent houses on the lakefront and enjoying the natural beauty of the wooded park in the City's west end. However, in the course of a century, the face of South Parkdale has dramatically changed to the extent that the potential to regain some of its historic features and attractions is almost lost.

The physical, social and economic forces that produce the problems experienced by local citizens are not easy to overcome for the means of control available to the City were not intended to deal with those problems. Nonetheless, decisions made and actions taken today will influence the future of the neighbourhood for the remainder of this century. Decisive and strong measures are necessary if present trends are to be reversed. But, first, a decision must be made on the type and form of neighbourhood South Parkdale should be. In other words, there must be a decision on a choice for the future. It is this basic choice that will be discussed in the remainder of this section.

4.1 The Critical Choice

A residential neighbourhood like South Parkdale contains many land uses. For example, there are residential or housing areas, industrial areas, commercial areas, institutional areas, parks and community services and facilities and roads of various types. In addition, there are certain neighbourhood characteristics such as physical form and appearance of buildings, the environment and socio-economic character of residents. Each of the above has some influence on the stability and character of the neighbourhood.

In the residential neighbourhood of South Parkdale, the industrial area is small and of little influence. The commercial area is not an independent area but is dependent on the surrounding district market and the type, quality and extent of commerce that the market can support, as well as the initiative and entrepreneurship of the merchants. Though traffic volumes and congestion have some influence on the character of the neighbourhood, they are not decisive factors in themselves. On the assumption that South Parkdale would be preserved as a residential neighbourhood, it can be said that the form and type of housing and the socio-economic

character of the local residents are the key factors in determining the future of the neighbourhood.

Since the socio-economic character of people can only be a consideration in the planning process, it is clear that the critical choice to be made is about housing and community parks, facilities and services.

4.2 Alternative Choices

There seem to be four obvious choices that local citizens and the City can make regarding the future of South Parkdale:

a) permit recent trends to continue;

b) encourage major residential and mixed commercial-residential redevelopments similar to proposals made in the 1967 Plan;

c) encourage the creation of a "Cabbagetown of the West End"; or

d) seek to establish an "Urban Village on the Lake" which would recapture some of the main features of early Parkdale while providing for and maintaining a mix of ethnic, household and socio-economic groups that has been and is characteristic of most of the City's neighbourhoods.

These four basic choices will be discussed and a choice for the future will be proposed. It is important that the selected choice gains the commitment of a cross-section of neighbourhood citizens, is feasible and wins acceptance by the City.

4.3 Permit Recent Trends To Continue

This alternative assumes that the City's Official Plan policies and zoning legislation prior to the beginning of the planning process in 1975 would be left as they were then, and trends over the past decade would be permitted to continue. The consequences of this choice would be the continued conversions of dwelling houses to small units, group homes, ex-psychiatric homes, nursing homes and other multiple-unit dwellings catering almost exclusively to single people. The physical appearance and conditions of buildings would continue to change in some cases and deteriorate in others and the commercial area on Queen Street would further decline. The social patterns of the new residents would evoke the severe hostility of other residents leading to an exodus from the area of still more families. South Parkdale would then become an area dominated by institutions and single people. The consequences of this choice have been rejected by the majority of virtually all sections of the neighbourhood. Actions taken by the City, such as adoption of By-law 67-78 prohibiting new boarding or lodging houses and encouraging family-size units in

conversions, the setting-up of a Clean-up Team, the acquisition of land for parks purposes and allocation of funds for neighbourhood improvement, are clear indications that the City has also rejected this choice.

4.4 Encourage Major Redevelopment

Since the adoption of the Part I Official Plan for the City of Toronto in 1969, the greater portion of South Parkdale has been designated for high density residential development; that is, the gross floor area of any building must not exceed 2.0 times the area of the lot. Such development, however, may only occur through a rezoning process if the gross floor area of the proposed building is greater than 1.0 times the area of the lot.

In the commercial area on Queen Street, buildings are permitted up to a density of 3.0, though the residential portion of any mixed-use building is restricted to the upper two floors in a three-storey building. However, buildings containing only dwelling units may be constructed up to a density of 1.0.

In the past ten years, only one major residential redevelopment has occurred that is not under an assisted housing programme and no major revelopments have been undertaken on Queen Street.

Present trends in the housing market, in general, and in South Parkdale, in particular, indicate that private developers will not consider the construction of new multiple-unit buildings unless they are permitted to build at high densities. Even then, they are likely to develop condominiums rather than rental buildings.

The encouragement of major redevelopments, therefore, would require:

a) a major increase in densities under the Official Plan and Zoning By-law; and

b) assembly of land followed by demolition of many existing 2-3 storey dwelling houses reminiscent of the type of residential developments during the 1950's and early 1960's.

The consequences of this choice would be very great indeed. The entire face of South Parkdale would be dramatically altered. The greater portion of South Parkdale would become an extension of the type of development found along Jameson and Tyndall Avenues though provisions could be made for more open spaces and parks. The existing neighbourhood would be dislocated to the extent that the changes that occur would be irreversible for decades in the future. The present low to moderate income residents would likely be replaced by new moderate to high income residents as rents and prices of new private market dwellings would increase

245 DUNN AVENUE - HIGH-RISE APARTMENTS OF THE 1960's.

JAMESON AVENUE APARTMENT CORRIDOR WAS DEVELOPED FOLLOWING THE CONSTRUCTION OF THE GARDINER EXPRESSWAY.

dramatically. Population and population density would increase and commerce would flourish.

Throughout the planning process, the majority of residents have opposed this choice, though a minority has advocated major redevelopment, seemingly as a result of their feeling that South Parkdale is already "lost". Such a choice would also be in direct opposition to City policies to stabilize neighbourhoods, preserve 2-3 storey housing areas and house-form buildings and attract families to live in City neighbourhoods. It can be concluded that this choice would be opposed by the majority of local citizens and be unacceptable to the City. Indeed, the lives of several thousands of people in South Parkdale would be disrupted and dislocated.

4.3 The Cabbagetown Of The West End

It has been suggested that South Parkdale will be the next "Cabbagetown" of Toronto.

The area known as "Cabbagetown" is situated to the east and west of Parliament Street, though more to the east than the west, in the vicinity of the intersection of Carlton and Parliament Streets. The neighbourhood consists almost exclusively of 19th Century style 2-3 storey houses with a thriving commercial strip along Parliament Street.

"Cabbagetown" emerged as young middle to upper income families, couples and singles began moving into the neighbourhood in the late sixties by purchasing and renovating (popularly termed "white painting") older houses that were relatively inexpensive compared to those in other desirable areas of the City. By the mid 1970's, the neighbourhood was transformed from a predominantly low to moderate income area to a predominantly middle to upper income area. Though the apartment buildings in St. Jamestown are only five minutes walk to the north and west of "Cabbagetown", the relationship between these two areas has been as though they were situated at opposite ends of the City.

Some of the features of South Parkdale today are similar to those that existed in "Cabbagetown" in the late 60's and early 70's, but there are certain factors that militate against the transformation of South Parkdale into a "Cabbagetown" of the West End.

As with "Cabbagetown", the low rise areas of South Parkdale consist of old traditional style houses, many of which are large dwelling houses that are not as expensive as similar houses in other more desirable areas of the City. The commercial strip on Queen Street and the commercial clusters on King Street have the potential to provide the range and quality of goods and services required by a middle to upper income population. However, the

areas of apartment buildings on Jameson, Spencer and Tyndall Avenues, the concentration of bachelorette conversions and institutional homes in the neighbourhood, and the type of residents that some of these would continue to accommodate would limit the tendency towards "white painting" in South Parkdale. Also, the inflationary housing market has created a situation whereby the price of medium-size and large houses in South Parkdale range between $100,000 and $160,000. After renovations of the type observed in "Cabbagetown", the total cost of purchase and renovation could be as high as $120,000 to $200,000. Given present mortgage rates, middle to upper income families, couples or singles looking for a home are unlikely to be prepared to pay such a price for a house in South Parkdale in preference to other desirable neighbourhoods in the City.

However, in the past 12-18 months, certain residential parts of the area have begun to show signs of change. Some new residents have purchased houses and moved into the neighbourhood. A number of bachelorettes have been reconverted or are in the process of being reconverted to more desirable dwellings as a result of the clean-up effort and market conditions. Also, many homeowners are renovating/repairing their homes.

It would appear that the transformation of South Parkdale into a "Cabbagetown" of the West End is not a likely alternative. However, parts of South Parkdale, such as the Melbourne/Elm Grove area and residential pockets including Springhurst Avenue south of King Street, Glen Avon Road and the area west of Beaty Avenue could potentially be "little Cabbagetowns" or, at least, middle-income housing areas.

4.6 Urban Village On The Lake

The three directions discussed above do not seem to offer acceptable choices for the future of South Parkdale. Instead, a "choice for the future" has been formulated that includes elements of the three previous alternative choices. This proposed choice is called an "Urban Village on the Lake".

The concept of an "Urban Village on the Lake" as a choice for the future of South Parkdale has its origins in the early character of South Parkdale when the neighbourhood was integrally linked to the shore of the lake which formed the recreation focus of the community. The neighbourhood then consisted of elegant, well-kept family houses and yards in a safe and pleasant residential environment. The streets were essentially local in function and the lakefront was the playground of the community. The concept of an "Urban Village on the Lake" in modern Toronto cannot be a replica of early South Parkdale. However, the approach proposed is intended to regain the historic linkage between the neighbourhood and the western lakefront and to recapture some of

WHITE-PAINTING OF VICTORIAN HOUSES HAS TAKEN PLACE ON COWAN AVENUE.

MELBOURNE PLACE IS A SMALL ENCLAVE OF RENOVATED HOMES WITH ACCESS FROM A PRIVATE LANE.

the qualities that made South Parkdale a desirable neighbourhood in which to live.

The concept of an "Urban Village on the Lake" is best expressed in a set of objectives which would:

a) meet the needs of local citizens as far as is feasible and assist in the realization of their vision for the future of the neighbourhood;

b) be achievable in contemporary Toronto; and

c) be acceptable to the City and gain its commitment as priority objectives to be implemented.

As has been stated earlier in this section, the critical choices that would greatly influence the future of the neighbourhood are population and housing and it is the character of these that we must first define.

4.6.1 Population And Households:

It is generally agreed by local citizens, Planning and Development staff and City Council that there is an overconcentration of single people and single persons' accommodation in the residential portions of South Parkdale and, if recent trends continue, few families will be left in the area. More specifically, there is a very high proportion of unemployed, residents in institutional homes and welfare recipients in the neighbourhood. It is considered necessary to change this situation if South Parkdale is to be revitalized as a desirable residential neighbourhood.

According to the Part I Official Plan of the City, it is the policy of Council to encourage housing accommodation that caters to the needs of various households including single persons, couples and families with children, and to maintain a range of housing. In addition, the City is committed to the provision and encouragement of housing suitable for families with children in order to maintain an appropriate mix of households and reduce the pressures for such housing in the City. The implementation of the above City policy should be considered an urgent priority in South Parkdale.

In order to achieve the above objective in South Parkdale, it is necessary to take steps, not only to discourage any significant increase in the proportion of single persons' households, but also to reduce the proportion of institutional homes wherever feasible. Second, a high priority must be placed on instituting measures to encourage families with children so as to increase the proportion of family households in the area.

4.6.2 Housing:

Since it is not desirable to legislate who should live where and, in fact, the City cannot do so, City policies and land use legislation with respect to housing become the main instrument for achieving the population objective.

In order to achieve the population objective discussed above, two inter-related housing objectives are required: i) reverse the present trends in housing; and ii) promote and encourage the provision of affordable housing and housing suitable for families with children. Therefore, housing for single people and institutional homes, including nursing homes in residential areas, particularly 2-3 storey housing areas, should be controlled and housing suitable for families with children should be encouraged.

It is generally recognized that the forms of housing most suitable for families with children are 2-3 storey dwelling houses, including duplexes and triplexes, and small apartment buildings in low-rise residential areas, particularly on local neighbourhood streets. Families with children have clearly demonstrated their need and preference for those forms of housing since World War II by their massive migration to the 2-3 storey housing areas in the suburbs. It is necessary, therefore, to preserve the 2-3 storey dwelling houses in South Parkdale and to encourage and promote the rehabilitation of such houses that are in need of repair and improvement.

The apartment buildings, particularly on Jameson, Spencer and Tyndall Avenues should be recognized as medium-rise buildings which provide accommodation suitable for a variety of age and income groups and types and sizes of households, including families with children.

As a result of the above objectives: i) local citizens would be clear as to the objectives for South Parkdale; and ii) physical stability with indirectly controlled change in the population structure would be encouraged by the City. Thus, the two general neighbourhood problems of uncertainty as to the future and instability would be overcome as far as is feasible without grave dislocation in the social lives of citizens.

It should be clear from the preceding discussion that the proposed objectives are in keeping with the opinions and visions of local citizens. However, there are two other questions that should be answered: i) Are the objectives practically feasible? and; ii) Will the City commit itself to the implementation of those objectives as neighbourhood priorities?

Reversal of the present trends through land use legislation can be effected by the City. Within the past five years the City has

demonstrated its commitment to control these trends through such actions as the South Parkdale By-law 67-78, the City-wide by-law regarding boarding or lodging houses and the by-law with respect to residential care facilities (group homes). Also, the recent Task Force on Bachelorettes which resulted in the appointment of a Property Relations Officer and the setting up of the Bachelorette Clean-up Team, further demonstrate the City's commitment.

The attraction of families with children into the area seems to depend on the availability of affordable housing suitable for such households, the provision of support facilities such as parks, recreational facilities and programmes, parking facilities, the enhancement of the physical environment and pedestrian safety.

Once present trends are halted, it could be expected that some bachelorettes and boarding or lodging houses would deteriorate and become uneconomic with a resultant fall in prices of such properties. Families and small developers would then find these properties within their desired price range and create family housing through renovation and conversion or demolition followed by new construction. It must be emphasized, however, that the provision of units suitable for families with children does not guarantee that families will actually occupy those units. There is a trend in the housing market whereby housing suitable for families with children are being occupied by moderate to upper income single people. This trend may well expand to any new family units created in South Parkdale. Nonetheless, the creation of family units would provide desirable housing opportunities for families to locate in the neighbourhood.

4.6.3 South Parkdale And The Western Lakefront:

It is the view of local residents and Planning and Development staff that families with children would not be attracted to South Parkdale unless facilities for leisure and recreation, and certain services are increased and enhanced. The provision of such facilities and services are discussed in detail in the next section.

However, existing parkettes are few and the availability of open space for parks and recreation use is severely limited in South Parkdale. It is, therefore, essential to open up the large acreage of parkland and the various recreational facilities at the western lakefront to residents of South Parkdale. At present, there is one pedestrian bridge which South Parkdale residents can use to get to the western lakefront. This access at Roncesvalles Avenue and Queen Street is not convenient, particularly for families with small children and senior citizens, as it is some distance away from the centre of population density. Local residents have to cross busy streets and intersections to get to the bridge. Consequently, the provision of safe and convenient

access from South Parkdale to the western lakefront in the vicinity of Dunn and Jameson Avenues should be considered as a priority project. In addition, recreational facilities that would cater to some of the needs of local residents should be provided at the western lakefront, directly south of the neighbourhood.

There are two means of achieving the above objective: first, through the construction of pedestrian bridges and bicycle paths; and second, through the extension of South Parkdale to the Lakeshore. Pedestrian bridges and bicycle paths should be located in the vicinity of Jameson Avenue where there is a pedestrian bridge over the east-bound lanes of the Lakeshore Boulevard, near to Dunn Avenue and/or near Dowling Avenue. Such a bridge, particularly at Jameson Avenue would not need to be as elaborate and costly as that at Roncesvalles Avenue.

4.6.4 Extension Of South Parkdale To The Lakeshore:

The first known proposal to cover the railway tracks was made in the mid-1960's by a private concern. That proposal did not include the covering of the Gardiner Expressway. Also, the proposed development consisted of a number of very high residential towers along the southern perimeter of South Parkdale. Neither the City nor local residents favoured such a development and the proposal was not pursued.

In mid-1979, City Council decided to set up a Technical Working Group of Metro and City staff to examine the engineering feasibility and cost of covering the railway tracks and Gardiner Expressway between Dufferin Street and Dowling Avenue. On March 3, 1980, City Council received the first report of the Technical Working Group and retained a consultant to study the cost of decking the Gardiner and railway tracks. The firm of DeLeuw Cather, Canada, Limited, (Delcan), was retained to undertake the study and in mid-1981, the Executive Committee of Council received the consultants' report with a covering report from the Technical Working Group.

Whereas the original concept was to deck over the Gardiner Expressway and railway tracks so as to create new land, the Delcan proposal calls for the relocation of the Gardiner Expressway closer to the railway tracks and the westbound lanes of the Lakeshore Boulevard along the eastbound lanes (Maps 4.1 and 4.2). All existing ramps connecting the Gardiner Expressway to Dunn Avenue and Jameson Avenue would be removed and new ramps would be constructed at Dufferin Street and west of Dowling Avenue. By so doing, Delcan suggests that new land could be created between the consolidated Gardiner Expressway and railway tracks to the north and the realigned Lakeshore Boulevard to the south. The consequence of this proposal is that the elaborate decking proposition would no longer be necessary for the creation of new

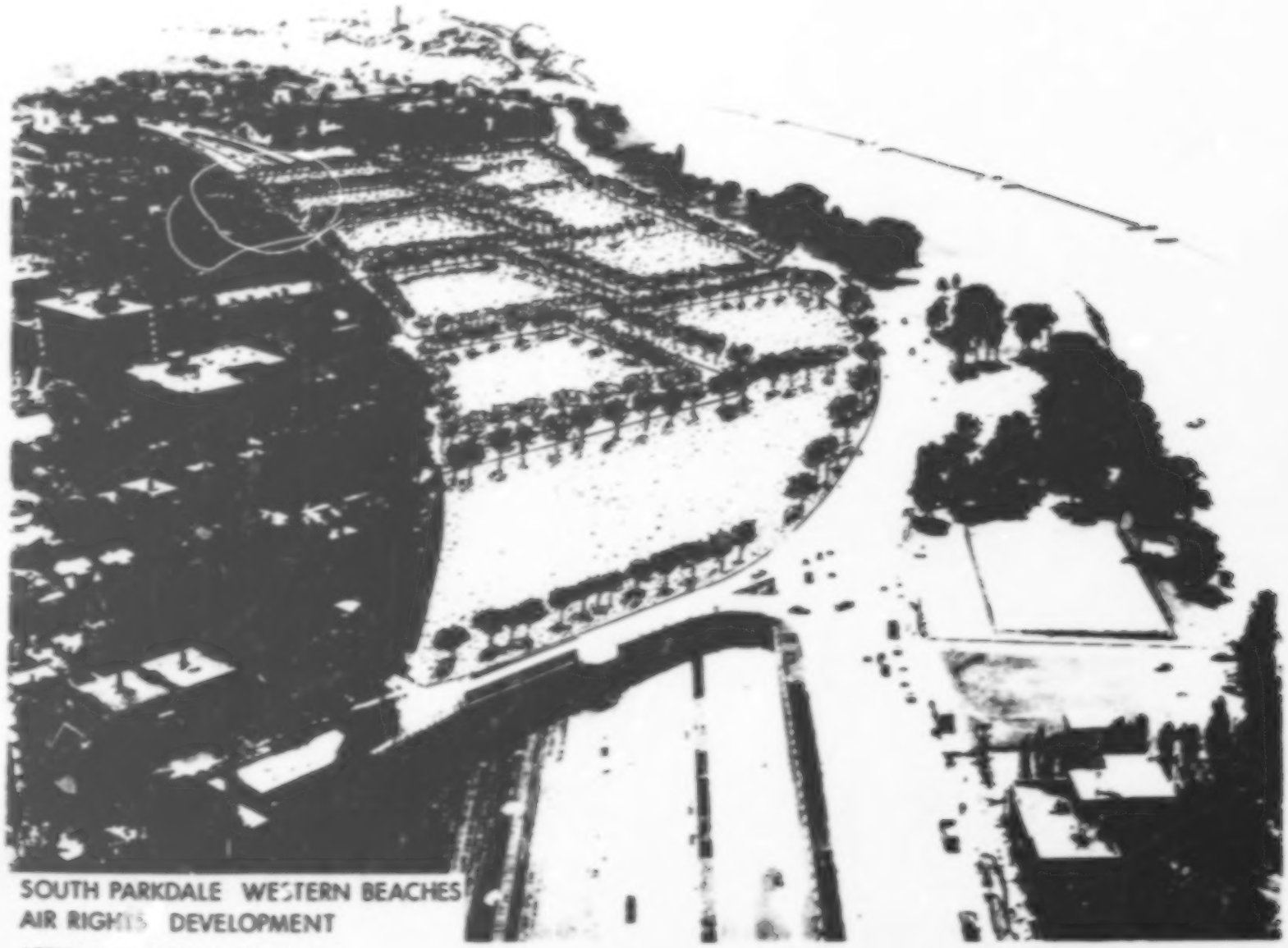
land and, as a result, the cost per square foot of the new land would be significantly reduced. Delcan's report has demonstrated that the proposed project is technically feasible at a reasonable cost per square foot.

From the inception of the study in 1979, it was clear that the project would only be economically feasible if, in addition to parks, recreation facilities, pedestrian walkways and bicycle paths, residential developments were permitted on portions of the new land. To date, there has not been any planning and design study undertaken of Delcan's proposal in order to determine where parks and recreational facilities should be located, where housing developments could be permitted, or what should be the maximum heights of buildings. Such a study, if undertaken, would be ongoing for a number of years and must directly involve residents and merchants of South Parkdale in negotiations with various levels of government and other agencies to determine detailed design and development rules for all proposed uses.

The creation of new land south of South Parkdale, as proposed by Delcan, provides the opportunity to reintegrate South Parkdale with the western lakefront and thus open up the spaces, parks and facilities there for frequent, safe and intensive use by local residents. Proposed changes to the road network and ramps, including the continuation of Dufferin Street at Queen Street, could be part of an overall traffic strategy to reduce the volume of through-traffic on Jameson Avenue and local residential streets. Also, some new residential developments would act as a stimulus to encourage owners, including absentee-owners, to rehabilitate existing houses and improve their yards. Families, including families with children, would be attracted to live in the area, both in the new development and in existing houses. Though there are many issues to be resolved, such a project could make a positive contribution to the revitalization of South Parkdale and the realization of the concept: "South Parkdale: An Urban Village on the Lake".

OLD SUNNYSIDE, LOOKING EAST, OCTOBER, 1944 (COURTESY: METROPOLITAN TORONTO).

FREDERICK G. GARDINER EXPRESSWAY, LAKESHORE BOULEVARD, 1969 (COURTESY: METROPOLITAN TORONTO).



SOUTH PARKDALE WESTERN BEACHES
AIR RIGHTS DEVELOPMENT

AERIAL VIEW FROM THE WEST

CITY OF TORONTO PLANNING BOARD - CIVIC DESIGN GROUP

FILE NO. 09104 JUNE 1979

4.1

CONCEPTUAL PLAN OF NEW LANDS
SOUTH PARKDALE

PART II PLANNING STUDY

4.2

REF. JOB No. 642/74145

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT — SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION — OCT., 1982

5. DETAILED PROPOSALS FOR A NEIGHBOURHOOD PLAN

The proposals for a neighbourhood plan set out in this section seek to resolve some of the problems and to alleviate others, and are based upon the proposed direction for the future of the neighbourhood discussed in the previous section. The various parts of the plan form an inter-connected whole and in the discussion of each part, the particular goals and strategy of implementation are outlined. It must be expected that the implementation of some goals would take a longer time than others. In addition, the goals and strategies discussed take into consideration general City policies and strategies. At the end of the section, proposals are presented for the restoration of the "historic linkage" between South Parkdale and the western lakefront that would contribute to the achievement of the proposed objectives for the neighbourhood.

5.1 How Planning Proposals Are Implemented:

The City has three basic methods at its disposal to implement planning proposals: i) legislative or legal measures; ii) action programmes; and iii) using its influence with agencies and other levels of government to urge them to take actions on matters under their jurisdiction.

Examples of legislative measures are changes to the Official Plan of the City, amendments to the Zoning By-law and the enactment of other by-laws that are within the powers of the City. Action programmes are such things as the development of the Masaryk Park or Beaty Avenue Parkette, the building of a community centre, landscaping and improvement of school yards and Centennial Square, and improvements to laneways, roads and sidewalks. Also, the City uses its influence with other levels of government to urge them to resolve certain problems including the operation and concentration of ex-psychiatric homes, the provision of more day care facilities, and the expansion and improvement of public transit facilities.

In this report, we are mainly concerned with the first two methods -- legislative measures and action programmes. For the purposes of the South Parkdale neighbourhood plan, there are three legislative measures that we will employ: i) the Official Plan; ii) the Zoning By-law; and iii) Site Plan Control By-law.

5.1.1 The Official Plan And Zoning By-law:

As stated earlier in the introduction, the Part I Official Plan of the City contains general policies and guidelines for the future growth and development of the City. It has general policy statements about the uses of land and buildings in the City, goals for housing, commerce, industry, parks and transportation, and criteria for changing the Official Plan and Zoning By-law with regard to specific uses, densities and/or areas. The Part II Official Plan is similar in function to the Part I Official Plan but it is usually more detailed and applies to a specific area or neighbourhood in the City. Wherever the Part II Official Plan differs from the Part I Official Plan for a particular area, the policies contained in the Part II Official Plan take precedence over the Part I Official Plan.

The Zoning By-law implements the Official Plan in relation to legislative measures and is more detailed and specific than the Official Plan. It regulates such things as the uses of land and buildings, the size, siting, height and spacing of buildings, and provision of open spaces and parking facilities. It is a very bulky document and more difficult to follow than the Official Plan. Because the Zoning By-law implements the Official Plan, its regulations must conform to the policies of the Official Plan.

There are numerous uses and buildings in the City that do not conform to the regulations in the Zoning By-law. These uses and building are termed non-conforming. In most cases, such uses and buildings existed prior to the enactment of the Zoning By-law. They are, therefore, legal non-conforming uses or buildings. These uses and buildings may continue to exist but before there can be any changes or expansion, the owner has to receive permission from the Committee of Adjustment. This Committee is independent of City Council though appointed by Council and has jurisdiction essentially over minor variances to the Zoning By-law and severances.

5.1.2 Site Plan Control:

The most recent legislative measure employed by the City that is relevant to this report, is the Site Plan Control By-law usually termed development review. When an area is designated as a Site Plan Control Area, all proposals for changes, expansion or new development are reviewed by the City even though the proposals may conform to both the Official Plan and Zoning By-law. This is because the Site Plan Control By-law is intended to control certain aspects of development that are not covered by the Official Plan or the Zoning By-law.

For example, the Site Plan Control By-law allows the City to control such things as the provision of landscaped areas, fences

and screens, the location of parking facilities and vehicular access, pedestrian walkways around buildings, and the siting of buildings in a development. However, certain types of buildings such as a single family houses, duplex and triplex, are exempted from site plan control.

The three instruments of legislative control -- the Official Plan, the Zoning By-law and the Site Plan Control By-law -- discussed above are instruments delegated to municipalities, including the City of Toronto, by the Ontario Provincial Government under The Planning Act. Therefore, the City does not have complete jurisdiction over those legislative instruments. For example, the Provincial Minister of Municipal Affairs and Housing has to approve all changes to the Part I Official Plan of the City and all Part II Official Plans. Similarly, the Ontario Municipal Board, a Board appointed by the Provincial Government, has to approve changes or amendments to the Zoning By-law, particularly where there are objections to those changes. However, decisions of City Council are usually upheld by the Minister and the Ontario Municipal Board.

All these legislative instruments and action programmes are used as methods of implementation of planning proposals made in subsequent sections of this report.

5.2 Population and Housing

Discussion of the problems and objectives related to population and housing have already been presented in the previous section. Below is a summary of those objectives that form the critical basis of the plan.

- It should be the policy of Council to take steps to ensure that South Parkdale has a "balanced" population consisting of a range of age, income and ethnic groups and types and sizes of households that reflect the diversity of the City's population. Therefore:

  a) South Parkdale should be maintained, stabilized and strengthened as a residential neighbourhood;

  b) measures should be taken to discourage any further increase in the proportion of single persons in the population, particularly single persons in institutions and institutional homes in 2-3 storey housing areas; and

  c) families with children, including low to moderate income families, should be attracted to live in the neighbourhood so that the proportion of households consisting of families with children would increase.

- Based on the above population goals, the neighbourhood housing objectives should be:

  a) to preserve 2-3 storey dwelling houses as houses most appropriate and suitable for families with children;

  b) to strictly control the creation of small units in 2-3 storey dwelling houses catering mainly to single people in residential areas;

  c) to preserve the existing house-form appearance of buildings in 2-3 storey housing areas and ensure the provision of units suitable for families with children in any new conversions in the area; and

  d) to provide and encourage the creation of affordable housing in the neighbourhood mainly through assisted housing programmes.

In order to achieve the above goals and objectives, the two basic measures necessary are changes to existing legislation and action programmes directly related to housing. Proposed legislative changes are dealt with under Residence Areas. The severity of problems related to housing, particularly bachelorettes, has been recognized by City Council in its establishment of a Clean-up Team

for South Parkdale. In order to encourage the rehabilitation of existing houses and the provision of affordable housing in the neighbourhood, the following action programmes are proposed:

- In accordance with Council's policy that desirable and appropriate measures be taken to maintain and improve buildings in Residence Areas, and that decent housing should be provided to all residents in a suitable living environment at prices which they can afford, Council shall:

  a) take appropriate actions in the implementation of policies and enforcement of by-laws to ensure and encourage the maintenance of properties and, where an owner or owners refuse to comply with work orders issued by the City, Council shall use its powers to carry out such work at the expense of the owner or owners;

  b) publicize existing programmes of assistance for residential rehabilitation among property owners in South Parkdale and provide the services of City staff, where needed, to those owners who are interested in rehabilitating their buildings;

  c) provide encouragement and assistance, where appropriate, to non-profit housing agencies to rehabilitate existing houses or build new housing so as to create affordable rental and co-op units; and

  d) investigate the feasibility of establishing a programme, local and/or City-wide, of resource assistance and financial assistance and incentives to encourage owners of buildings to create more affordable units in existing buildings where desirable and appropriate.

The Departments of Housing and Planning and Development have the expertise to provide the needed assistance in the implementation of (b) and (c) above which could begin almost immediately. The intention in (d) is to encourage the provision of more units where, for example, existing single-family houses can be converted to contain two or more units. The owners of such buildings could be exempted from property and income taxes for a period of about five years provided that rents are kept below a certain maximum. In addition, low interest or long-term loans could be made available for such purposes. The implementation of such a programme would require a concerted effort on the part of the City through a special group which could undertake two or three pilot projects in the first instance.

It is, therefore, proposed that the Commissioner of Planning and Development and the Commissioner of Housing submit a joint report

to the Neighbourhoods Committee as soon as possible on the feasibility of such a programme.

5.3 Residence Areas

A major problem that afflicts the residential neighbourhood as a whole is the threat of expansion of existing regional institutions and nursing homes, and the concentration of institutional homes in the area.

- It is proposed that new regional institutions and the expansion of existing regional institutions not be permitted in the residential areas of South Parkdale.

- Further, it is proposed that institutional homes, such as residential and crisis care facilities, ex-psychiatric homes and nursing homes, be strictly controlled so as to prevent any further concentration of such homes.

It is intended to prohibit new regional institutions and the expansion of existing regional institutions through amendments to the Zoning By-law. Residential and crisis care facilities are already controlled in the Zoning By-law which does not permit crisis care facilities in residential districts and which requires a residential care facility to be at least 245 metres (800 feet) from another such facility.

Nursing homes are permitted as-of-right in all areas of South Parkdale except on Glenavon Road. It is proposed that nursing homes continue to be permitted in South Parkdale as they are at present provided that any such home be at least 245 metres (800 feet) from another nursing home and/or a residential care facility.

Ex-psychiatric homes cannot be subject to a similar distancing requirement without affecting all boarding or lodging houses as such homes are considered to be boarding or lodging houses under the Zoning By-law. However, City staff and staff of various agencies are in the process of reviewing the issue of ex-psychiatric homes, and detailed proposals on such homes should be forthcoming in 1983. It is expected that homes for ex-psychiatric patients would become a defined use and, as such, an appropriate distancing requirement could be included in the Zoning By-law.

5.3.1 Types Of Residence Areas:

The South Parkdale neighbourhood consists of basically two types of residential areas: low-rise, 2-3 storey housing areas called Low Density Residence Areas, and medium to high rise apartment areas termed High Density Residence Areas in the Official Plan of the City. Low Density Residence Areas are considered to be stable, low-rise housing areas that are particularly suitable for families with children. Such areas usually contain detached, semi-detached and row houses and also, duplex, triplex and small, low-rise apartment buildings in which the total area of all floors

used for residential purposes must not be greater than the area of the lot. In High Density Residence Areas all forms of houses are permitted but medium to high rise apartment buildings, such as those found on Tyndall, Spencer and Jameson Avenues, are usually constructed in such areas. Buildings with floor areas up to 2.0 times the area of the lot may be constructed in those Residence Areas. Residence Areas consisting of 2-3 storey dwelling houses that are designated as High Density Residence Areas are usually intended for redevelopment.

Within the past few years, the City introduced a term to describe a new type of residential area which is called a Medium Density Residence Area. This category of Residence Area is intended to be used in areas where residential redevelopments are to be encouraged at heights and with floor areas somewhat higher than in Low Density Residence Areas but usually lower than in High Density Residence Areas. Also, Medium Density Residence Areas usually form a buffer or transition between low-rise residential areas and other residential, commercial or industrial areas. All three residential designations will be proposed in this plan.

5.3.2 Low Density Residence Areas:

In accordance with the objectives stated earlier in this section under population and housing, it is proposed:

- That existing low-rise areas be designated as Low Density Residence Areas in the Official Plan, where the maximum gross floor area of a building shall be no greater than 1.0 times the area of the lot; that is, a maximum density of 1.0.

Since the main concern in such Residence Areas is for stability and the preservation of the streetscape and house-form buildings as the most appropriate form of buildings suitable for families with children, it is proposed:

- That low density commercial uses and high density residential buildings permitted in Low Density Residence Areas by Section 2.8(a)(i) of Part I of the Official Plan, should not be permitted in such Residence Areas in South Parkdale.

- That, notwithstanding the above proposal, Council may pass by-laws to permit convenience commercial uses such as corner shops provided that:

  (a) in the opinion of Council, such uses do not adversely affect the conditions of residential amenity of adjacent Low Density Residence Areas; and

  (b) in the opinion of Council, existing commercial uses of the type or types proposed are not already providing an

COWAN/MELBOURNE/GWYNNE AREA IS A STABLE, LOW-DENSITY RESIDENTIAL NEIGHBOURHOOD.

adequate level of convenience service to the residents of the immediate area.

The objective of controlling the creation of small units and boarding or lodging houses in conversions, has been implemented through By-law 67-78 (Appendix B). In addition, the City is considering new by-laws, known as the 321-series of by-laws, that would place restrictions on the expansion and creation of dwelling units and rooms in conversions throughout the City. These by-laws would also control additions to house-form buildings and changes to the external appearance of such buildings which are already converted or proposed to be converted to contain two or more dwelling units and/or rooms. In order to ensure that there is an adequate supply of housing, particularly affordable housing, for single persons, City Council has requested staff to prepare a report on the provision of affordable small units in the City. This Report was before the Neighbourhoods Committee in October, 1982, and it will be discussed in detail in early 1983.

Most of the Low Density Residence Areas are zoned R4 Z3. The R4 residential district designation in the Zoning By-law permits such uses as private or public hospitals, psychiatric hospitals and treatment centres. To permit these uses in the low-rise residential areas of South Parkdale would continue to create uncertainty among local residents and would not contribute to stability. It would appear that R3 is a more appropriate designation for such areas (Map 5B-1). However, the Z3 designation which permits a building with a floor area no greater than the area of the lot should be retained, as most of the existing buildings are either below or marginally above this density. Therefore, it is proposed:

- That the Low Density Residence Areas in South Parkdale be rezoned from R4 Z3 to R3 Z3.

However, the area west of Beaty Avenue, excluding the King Street frontage, should be zoned R2 as that area is stable, does not contain any nursing homes and seems to have a great potential to be a family-oriented area. Also, the existing R2 Z3 designation on Glenavon Road should be maintained as that street is similar in character to parts of the Beaty west area. It is proposed:

- That the residential area west of Beaty Avenue, excluding the King Street frontage, and Glenavon Road be zoned R2 Z3.

There are four other small areas in South Parkdale where the existing zoning districts in the proposed Low Density Residence Areas are intended to be maintained or changed (Map 5B-1). A large area between Dunn and Cowan Avenues just south of Queen Street is presently zoned R2 Z2. This area contains the O.H.C. apartment building at 245 Dunn Avenue, local parks and the Masaryk

O.H.C. HOUSING AT 245 DUNN AVENUE.

MASARYK HALL BUILDING ON COWAN AVENUE.

Hall building on Cowan Avenue. Since this area is subject to a special site plan by-law that is considered appropriate for existing and proposed uses and buildings, it is proposed:

- That the R2 Z2 designation on lots containing 245 Dunn Avenue, local parks and the Masaryk Hall building be maintained.

The west side of Spencer Avenue is presently zoned R4 Z4. This designation was apparently intended to encourage redevelopment. However, the west side of Spencer Avenue has continued to be primarily a 3-storey housing area with the exception of Spencer House at 32 Spencer Avenue which was recently reconstructed. There are also a number of bachelorette buildings located in this area. It is expected that, with the City's efforts to resolve the bachelorette problem, these bachelorettes would be converted to legal buildings containing fewer apartments than they presently contain. Since Spencer House is the only legal high density building on the west side of Spencer Avenue, it is proposed:

- That the west side of Spencer Avenue be rezoned from R4 Z4 to R3 Z3, and be designated in the Official Plan as a Low Density Residence Area.

- That Spencer House at 32 Spencer Avenue be exempted from the provisions of the Official Plan and Zoning by-law designations so that it would continue to be a conforming use and building.

The north side of Temple Avenue is included in the R4 Z4 designation that covers the apartment buildings on Spencer and Tyndall Avenues. The houses on the north side of Temple Avenue are 2-3 storey dwelling houses, and Temple Avenue is characterized by low-rise, 2-3 storey house-form buildings. It is proposed:

- That the 2-3 storey houses to the north of Temple Avenue be rezoned from R4 Z4 to R3 Z3 and be designated in the Official Plan as a Low Density Residence Area.

The small block east of Fort Rouille Street and south of Springhurst Avenue is presently zoned R4 Z4. However, there is only one high density apartment building at the south-western corner of Springhurst Avenue and Dufferin Street. All other dwellings in this block are 2-3 storey houses and Springhurst Avenue from Dufferin Street to Close Avenue is essentially a 2-3 storey housing area. It is proposed:

- That the block bounded by Fort Rouille Street, Springhurst Avenue, Dufferin Street and the railway tracks be rezoned from R4 Z4 to R3 Z3 and be designated in the Official Plan as a Low Density Residence Area.

- That the apartment building at 1 Springhurst Avenue be exempted from the designations in the Official Plan and Zoning By-law so that it would be a conforming use and building.

In order to preserve the low-rise character of the Low Density Residence Areas and to ensure continuity in the streetscape, it is proposed:

- That the height of buildings in Low Density Residence Areas be limited to 12 metres (38 feet).

This height limit would permit buildings up to four storeys within the proposed Low Density Residence Areas. Also, it would provide sufficient flexibility to property owners who may wish to renovate or make additions to their buildings. Most of the existing buildings in the low-rise residential areas of South Parkdale are 3-storey buildings and would not be affected by the proposed height limit.

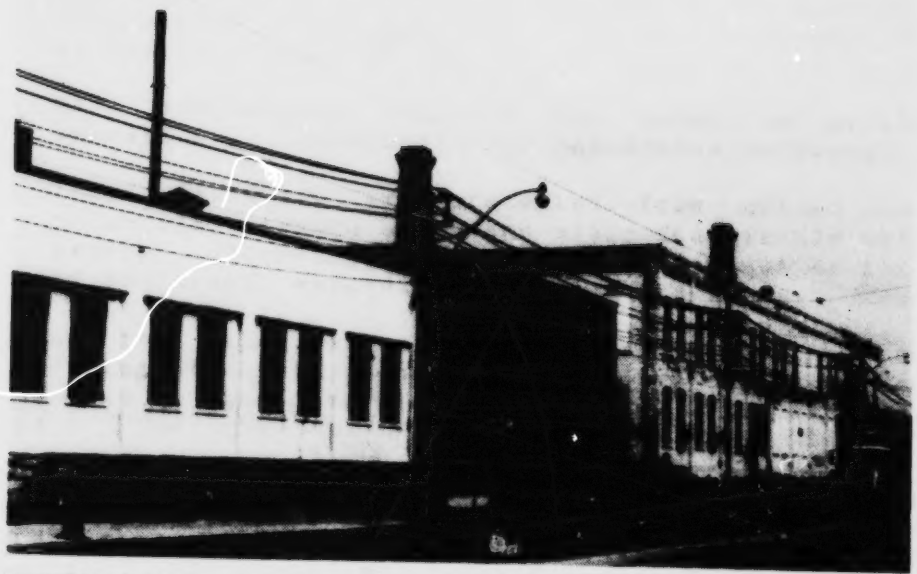
5.3.3 Medium Density Residence Areas

There are two areas in the low-rise sections of South Parkdale where it seems appropriate to encourage redevelopment: the west side of Dufferin Street between Queen Street and King Street, and the land assembly on the southern edge of the neighbourhood between Dowling and Springhurst Avenues (Map 5B-1) .

5.3.3.1 West Side of Dufferin Street

The west side of Dufferin Street north of King Street contains the only pocket of industry in South Parkdale and also faces a major arterial road - Dufferin Street - and an industrial area extending eastward from Dufferin Street. Though this pocket of industry seems stable at the present time and most of the manufacturers have stated that they intend to remain in the area, the lack of space for expansion would tend to encourage some of them to relocate in the future. The relocation of two or three firms would create a sense of instability and uncertainty among both nearby residents and industrialists.

Within recent times, an apartment building was constructed just north of King Street as part of the Dufferin/Gwynne housing project, a City non-profit housing development. Also, proposals have been submitted to the City for the redevelopment of the industrial site on the east side of Dufferin Street north of King Street West. Given the configuration of uses, development and proposed redevelopment along Dufferin Street, the west side of Dufferin Street between Queen Street West and King Street West seems a desirable and appropriate location for residential development in the future. It should also form an area of transition between the industrial area east of Dufferin Street and



INDUSTRIAL BUILDINGS ON THE WEST SIDE OF DUFFERIN STREET.

the Low Density Residence Area west of Dufferin Street. Consequently, it is proposed:

- That this area be designated a Medium Density Residence Area in the Official Plan.

- That, in passing by-laws to permit residential developments on the west side of Dufferin Street between Queen Street West and Melbourne Avenue, an area that is presently used for industrial purposes, Council should ensure:

  (a) that any residential development would not adversely affect the adjacent Low Density Residence Area, particularly in terms of sunlight and privacy;

  (b) that desirable conditions of residential amenity in any residential development would not be adversely affected by nearby industrial uses;

  (c) that appropriate measures are taken to provide such amenities as landscaping and pedestrian walkways; and

  (d) that residents are protected from noise, unsightly industrial storage areas and other undesirable effects of nearby industrial uses through such means as the siting of buildings, balconies, fences and screens.

Considering that the west side of Dufferin Street between Queen Street and King Street is proposed as a Medium Density Residence Area and that it should be viewed as an area of transition, it is proposed:

- That residential developments be permitted up to a gross floor area of 2.0 times the area of the lot, provided that appropriate regard is had for the effect of proposed buildings upon the stability and general residential amenity and character of the immediately surrounding Residence Areas.

Though the west side of Dufferin Street between Queen Street West and Melbourne Avenue is considered desirable and appropriate for residential redevelopment in the future, it is neither intended to encourage such development immediately nor to remove the conforming status of industries presently operating there. Instead, the intent of this proposed Plan is to allow residential developments only through special permission of the City and to continue the conforming status of industrial uses. Therefore, it is proposed:

- That the west side of Dufferin Street between Queen Street West and Melbourne Avenue be zoned industrial to permit those

industrial uses presently located there and other industrial uses that are compatible with residential uses.

Accordingly, it is proposed:

- That this area be zoned I2 D2 which permits a range of industrial uses at a maximum gross floor area of 2.0 times the area of the lot.

However, a number of industrial uses permitted under the I2 zoning and as special exemptions in the Zoning By-law, should not be permitted in this area for purposes of compatibility. Therefore, it is proposed:

- That an automobile service and repair shop, a food wholesaling establishment, an open storage yard and a private commercial garage not be permitted in the I2 district between Queen Street and Melbourne Avenue.

- That Section 16(1)(iii)(7)15 of the Zoning By-law with respect to the use of a lot as a cartage yard, be deleted.

Due to the close proximity of the Queen Street and King Street commercial areas, it is also proposed:

- That commercial uses should not be permitted under the I2 Zoning except an automobile service station, a car-washing establishment, a fire hall, a locksmith's or gunsmith's shop, a police station and a service and repair shop.

In the remainder of the Medium Density Residence Area, it is proposed:

- That the west side of Dufferin Street between King Street West and Melbourne Avenue should be zoned R3 Z3.

The R3 district is proposed, instead of R4 which is the existing Zoning district designation, so that certain uses such as a private hospital, public hospital, psychiatric hospital, clinic and treatment centre, would not be permitted. Though the maximum density permitted in the Official Plan for this area is proposed to be 2.0, it is suggested that the maximum density permitted as-of-right in the Zoning By-law be 1.0, that is, Z3.

The purpose of this density limit is two-fold:

(a) to permit residential developments as-of-right at the same density in this area as that permitted in the adjacent Low Density Residence Area; and

(b) to give the City some control over larger developments at higher densities, and to provide local citizens with opportunities to influence site planning and design of buildings with specific reference to the height, scale and spacing of buildings; the effects of such developments on the stability and residential amenity of the adjacent Low Density Residence Area; and the housing objectives outlined earlier.

Further, it is proposed:

- That a height limit of 12 metres (38 feet) be placed on the west side of Dufferin Street between King Street and Queen Street.

This height limit would permit buildings up to four storeys. Residential developments consisting of taller buildings may be considered by the City in a similar manner as proposed for densities above 1.0 in the preceeding discussion.

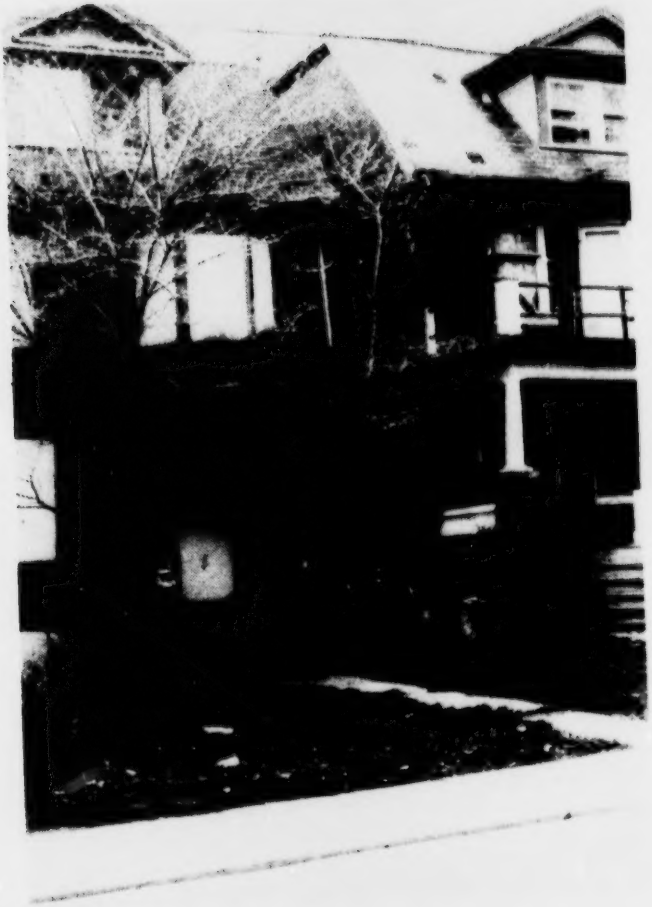
5.3.3.2 Springhurst-Dowling Land Assembly

Of all the major land assemblies in South Parkdale that were identified by planning staff in 1975, the Springhurst-Dowling land assembly is the last remaining assembly that has not been developed either in part or in its entirety (Map 5B-1). The assembly consists of approximately 7,630 square metres (about 82,000 square feet) with 19 houses that have been converted into multi-unit dwellings. Many of the houses are boarded-up and in a poor state of repair.

To the south of the assembly is the transportation corridor consisting of railway tracks, the Gardiner Expressway and Lakeshore Boulevard. To the north, east and west are low-rise residential buildings with the exception of two apartment buildings north of the Dowling Avenue frontage. Springhurst Avenue is a one-way northbound local street while Dowling Avenue is a two-way street with access to Lakeshore Boulevard.

The assembly is presently designated as a Low Density Residence Area in the Part I Official Plan of the City. It is zoned R4 Z3 which permits a wide range of housing and institutional uses in buildings up to a gross floor area of 1.0 times the area of the lot.

A number of applications for residential redevelopment have been made in the past five years, but they have been opposed by local residents and turned down by the City. Within the past year numerous enquiries have been received by Planning staff as to the type of development that would be considered appropriate. Recently, the owners have shown renewed interest in the



BOARDED-UP, DETERIORATED HOUSES ON THE SPRINGHURST-DOWLING LAND ASSEMBLY.

development of senior citizens' housing on the site and an official application is expected in the near future.

As a result of many public and committee meetings between local residents and Planning staff, a number of development guidelines have been formulated:

(a) that any residential development on the assembly should provide units primarily for families with children and senior citizens;

(b) that adequate parking facilities for both residents of the development and visitors should be provided, preferably in an underground garage;

(c) that buildings fronting on Springhurst Avenue side of the assembly should be no more than four storeys in height;

(d) that buildings fronting on Dowling Avenue or on the Dowling Avenue side of the assembly could be approximately the same height - six storeys - as the apartment building to the immediate north of the Dowling Avenue frontage

(e) that there should be a decrease in the height of buildings from Dowling Avneue to Springhurst Avenue compatible with the height of buildings to the north and east of the assembly;

(f) that the rear yard pattern of open spaces north of the assembly should be continued southward in any new development on the assembly in the form of open spaces and landscaped areas;

(g) that the view of the lake from the rear yards of properties north of the assembly should not be completely blocked by buildings or structures in any new development;

(h) that landscaped, sitting-out and play areas be provided in any new development to meet the needs of new residents and, where possible, nearby residents on Dowling Avneue, Glenavon Road and Springhurst Avenue;

(i) that vehicular access to the assembly off Springhurst Avneue should be located at the southern end of the Springhurst Avenue frontage and that a through-block internal street between Springhurst Avenue and Dowling Avenue would be desirable in any comprehensive development of the assembly; and

(j) that, where desirable, landscaped areas, play areas, open spaces intended for use by residents, and apartment units

should be protected from noise emanating from the Gardiner Expressway and railway tracks.

It is clear, therefore, that on the basis of long-standing conditions of existing buildings, single ownership of the assembled land, the views and opinions of local residents, the location of the land assembly and planning considerations, the Springhurst-Dowling land assembly should be considered as an area for residential redevelopment at densities higher than those permitted in a Low Density Residence Area. However, the implementation of development guidelines outlined previously calls for strict control of any major residential development by the City. Therefore, it is proposed:

- That the Springhurst-Dowling land assembly be designated as a Medium Density Residence Area in the Official Plan with buildings permitted up to a gross floor area of 2.0 times the area of the lot.

- That development guidelines (a) to (j) outlined above form the guidelines for any new development on the assembly.

- That the Springhurst-Dowling land asembly be zoned R3 Z3 so as to permit residential developments as-of-right similar to those permitted in the adjacent Low Density Residence Area and to give the City some control over larger developments at higher densities in accordance with the development guidelines proposed.

- That a height limit of 12 metres (38 feet) and 17 metres (55 feet) be placed on the Springhurst Avenue and Dowling Avenue sides of the assembly, respectively.

In addition, it is suggested that the two apartment buildings fronting on Dowling Avenue and north of the Springhurst-Dowling land assembly be recognized as part of the Medium Density Residence Area.

Therefore, it is proposed:

- That the two apartment buildings fronting on Dowling Avenue and to the immediate north of the Springhurst-Dowling land assembly be designated as a Medium Density Residence Area in the Official Plan with buildings permitted up to a gross floor area of 2.0 times the area of the lot.

- That the two apartment buildings referred to above be zoned R3 Z4.

One of the two apartment buildings at 113-115 Dowling Avenue is permitted at a density of 3.5 in the Zoning By-law and is exempted

from several of the setback and parking requirements of the Zoning By-law. This issue is discussed in detail in Section 5B.4 of this chapter under "High Density Residence Area".

5.3.3.3 Site Plan Control

Though amendments to the Zoning By-law and Official Plan would achieve many of the goals and guidelines for redevelopment in the proposed Medium Density Residence Areas, there are certain guidelines that are outside of the jurisdiction of both instruments of control.

For example, the development guidelines for siting of buildings, location of landscaped areas, parking facilities and vehicular access, and protection of sitting-out areas and units from noise cannot be effectively implemented through the Zoning By-law. The most effective instrument of control available to the City to implement such goals and guidelines is the site plan control by-law. Also, the location of buildings, balconies and walkways and the provision of screens or fences in order to ensure that residential amenities in any redevelopment on the west of Dufferin Street would be adequate, can only be effectively achieved through site plan control.

Therefore, it is proposed:

- That the Medium Density Residence Areas on Dufferin Street and between Springhurst and Dowling Avenues be designated as areas of site plan control.

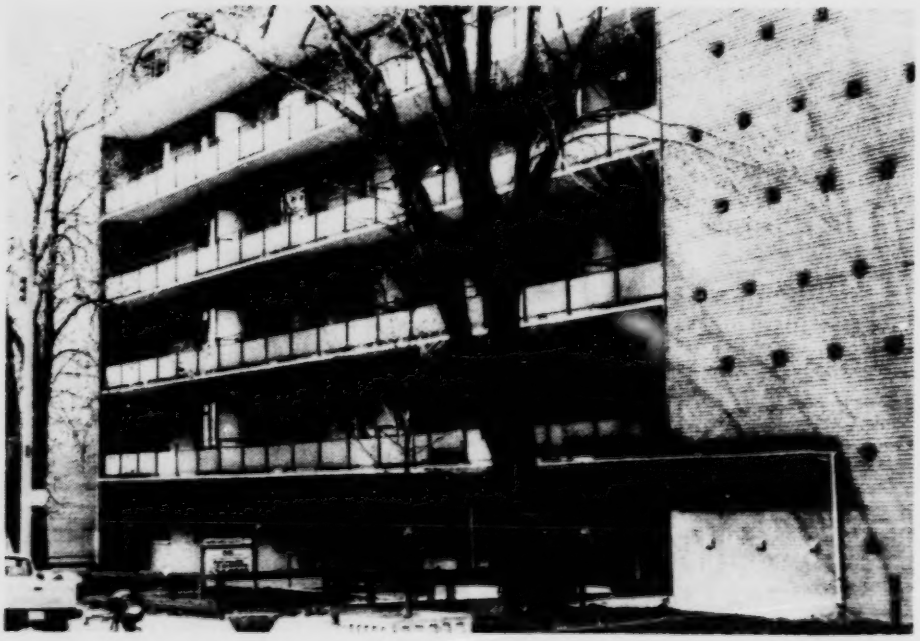
5.3.4 High Density Residence Area:

The Part I Official Plan of the City designates the entire area east of a line along Springhurst and Maynard Avenues south of Queen Street as a High Density Residence Area. However, only two parts of that area, the Jameson Avenue sub-area and the Spencer-Tyndall sub-area (Map 5B-1), have been redeveloped with medium to high-rise apartment buildings at high densities. Therefore, it is proposed:

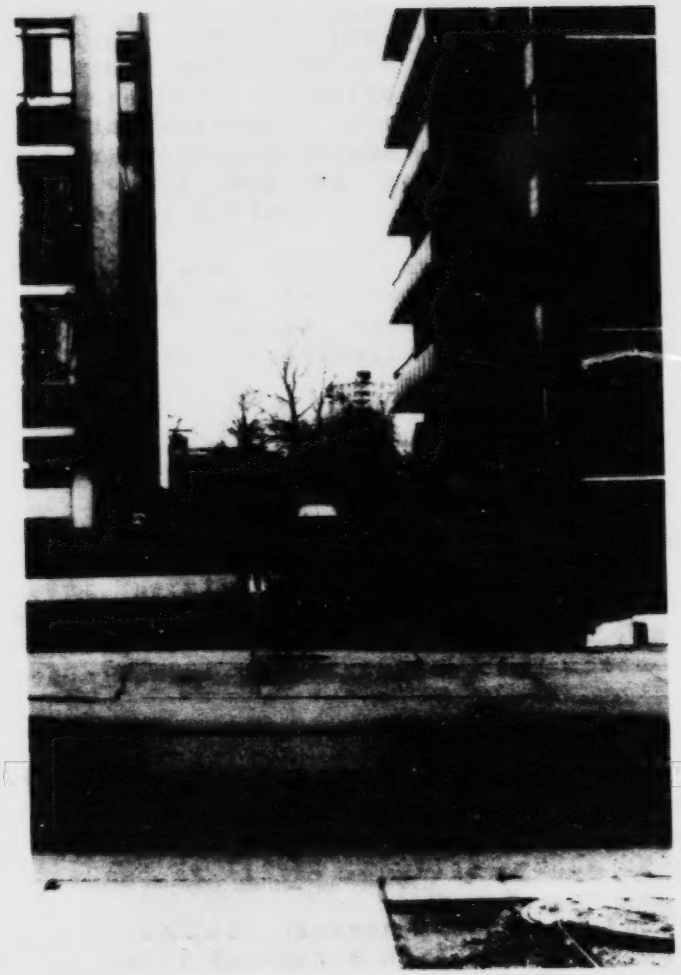
- That the Jameson Avenue and Spencer/Tyndall sub-areas be recognized as High Density Residence Areas in the Official Plan with residential buildings up to a gross floor area of 2.0 times the area of the lot as-of-right.

The apartment buildings on both sides of Jameson Avenue and the apartment building at 113-115 Dowling Avenue are permitted at a density of up to 3.5 in the Zoning By-law and are exempted from many of the setback and parking requirements of the Zoning By-law (Sections 16(1)(bb) and (cc) of the Zoning By-law, see Appendix "C"). These permissions and exemptions were adopted at a time

JAMESON AVENUE APARTMENT CORRIDOR - ACCESS TO THE GARDINER EXPRESSWAY CONTRIBUTES HIGH VOLUMES OF TRAFFIC ON THE STREET.



TYPICAL APARTMENT BUILDING ON JAMESON AVENUE - LITTLE OPEN SPACE AROUND BUILDINGS FOR RECREATION USE BY RESIDENTS.



APARTMENTS ON JAMESON AVENUE - LITTLE SEPARATION BETWEEN BUILDINGS TO ALLOW SUNLIGHT TO PENETRATE APARTMENT UNITS.

when redevelopment was being encouraged at such places as St. Jamestown.

Under the Part I Official Plan of the City, which encourages redevelopment at high density in over three-quarters of South Parkdale, the apartment buildings on Jameson Avenue would not be permitted. The Part I Official Plan only permits high density residential buildings outside the Central Area at a maximum density of 2.0. Higher densities can only be obtained after a thorough review by the City, a public consultation process and the enactment of a special amendment to the Official Plan and Zoning By-law. Further, the Jameson Avenue apartment buildings and 113-115 Dowling Avenue would not be permitted under the general provisions of the Zoning By-law.

During several group and public meetings in South Parkdale, residents have expressed the view that developments along Jameson Avenue are "too dense". Indeed, Jameson Avenue is one of the few most intensively developed residential streets outside of the Central Area.

The existing apartment buildings on Jameson Avenue and at 113-115 Dowling Avenue would not be affected by any change in the Zoning By-law. If, however, an owner decides to make changes or additions to his/her building, approval by the Committee of Adjustment or City Council may be required. On the other hand, under the present permissions and exemptions, an owner can demolish his/her building and construct a new building similar to the existing building as-of-right. It seems inappropriate to permit the redevelopment of both sides of Jameson Avenue as they are developed today.

Therefore, it is proposed:

- That Sections 16(1)(bb) and (cc) of the Zoning By-law with respect to the erection and use of an apartment house on Jameson Avenue and at 113-115 Dowling Avenue be deleted.

Given the designation of Jameson Avenue and the Spencer-Tyndal sub-area as High Density Residence Areas, and the density limit of 2.0, it seems appropriate to permit residential buildings up to a maximum of about 7-8 storeys in height in the event of any redevelopment.

Therefore, it is proposed:

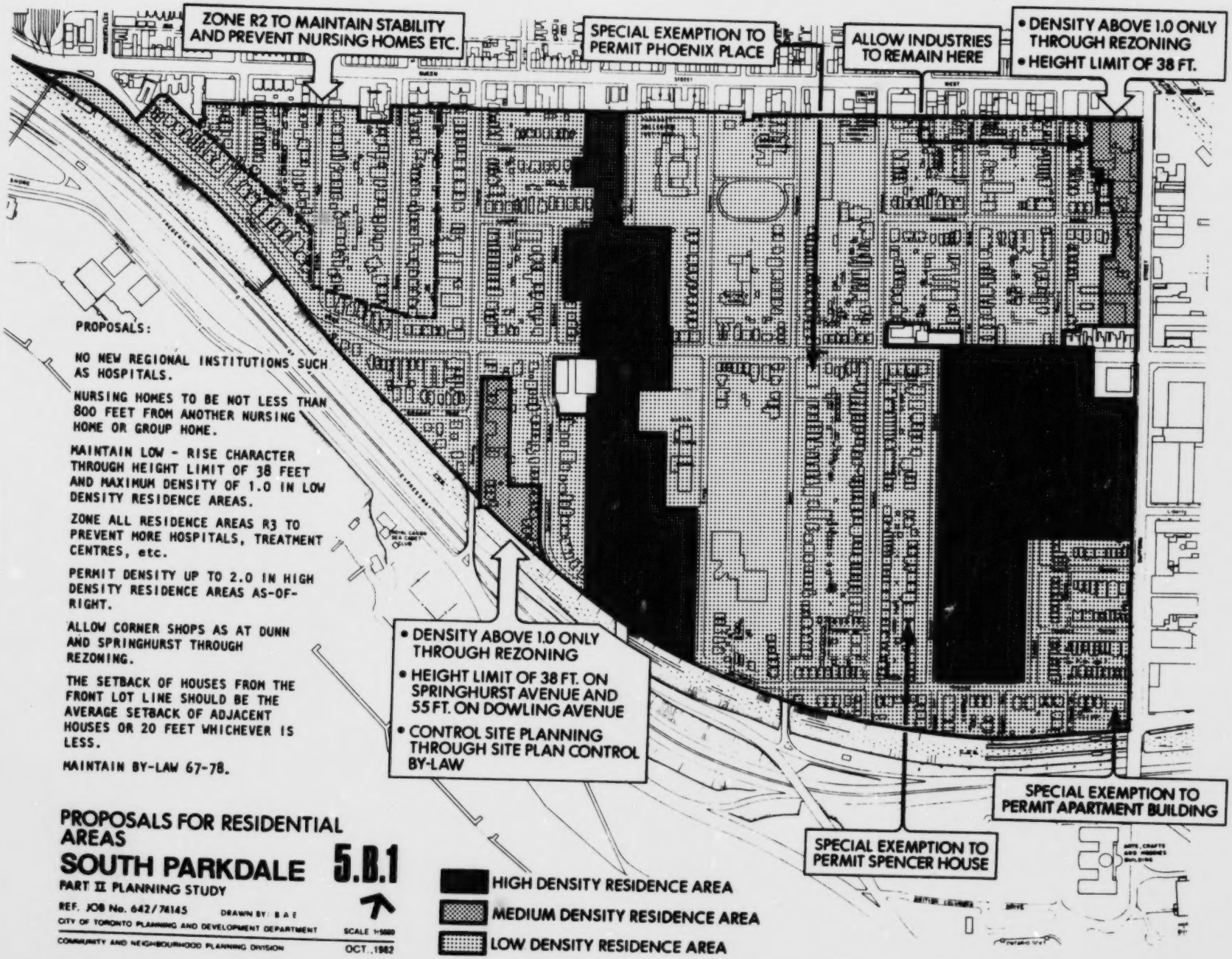
- That the height of buildings in High Density Residence Areas be limited to 21 metres (70 feet).

5.3.5 Front Yard Setback

Many residential buildings in the neighbourhood do not conform to the Zoning By-law requirement that the front wall of a building be setback a minimum of 20 feet from the front lot line. However, the construction of new buildings with a 20-foot front yard setback could disrupt and create "holes" in the existing streetscape on some streets.

In order to rectify that situation, the City has been amending the Zoning By-law, area-by-area, in order to permit buildings in residential areas with a front yard setback similar to existing buildings on either side of a proposed development. It is proposed:

- That the front yard setback for buildings in residential areas be the average of the setbacks of the two adjacent buildings.


ZONE R2 TO MAINTAIN STABILITY AND PREVENT NURSING HOMES ETC.
SPECIAL EXEMPTION TO PERMIT PHOENIX PLACE
ALLOW INDUSTRIES TO REMAIN HERE
• DENSITY ABOVE 1.0 ONLY THROUGH REZONING
• HEIGHT LIMIT OF 38 FT.
PROPOSALS:
NO NEW REGIONAL INSTITUTIONS SUCH AS HOSPITALS.
NURSING HOMES TO BE NOT LESS THAN 800 FEET FROM ANOTHER NURSING HOME OR GROUP HOME.
MAINTAIN LOW - RISE CHARACTER THROUGH HEIGHT LIMIT OF 38 FEET AND MAXIMUM DENSITY OF 1.0 IN LOW DENSITY RESIDENCE AREAS.
ZONE ALL RESIDENCE AREAS R3 TO PREVENT MORE HOSPITALS, TREATMENT CENTRES, etc.
PERMIT DENSITY UP TO 2.0 IN HIGH DENSITY RESIDENCE AREAS AS-OF-RIGHT.
ALLOW CORNER SHOPS AS AT DUNN AND SPRINGHURST THROUGH REZONING.
THE SETBACK OF HOUSES FROM THE FRONT LOT LINE SHOULD BE THE AVERAGE SETBACK OF ADJACENT HOUSES OR 20 FEET WHICHEVER IS LESS.
MAINTAIN BY-LAW 67-78.
• DENSITY ABOVE 1.0 ONLY THROUGH REZONING
• HEIGHT LIMIT OF 38 FT. ON SPRINGHURST AVENUE AND 55 FT. ON DOWLING AVENUE
• CONTROL SITE PLANNING THROUGH SITE PLAN CONTROL BY-LAW
SPECIAL EXEMPTION TO PERMIT APARTMENT BUILDING
SPECIAL EXEMPTION TO PERMIT SPENCER HOUSE
HIGH DENSITY RESIDENCE AREA
MEDIUM DENSITY RESIDENCE AREA
LOW DENSITY RESIDENCE AREA

PROPOSALS FOR RESIDENTIAL AREAS

SOUTH PARKDALE 5.B.1

PART II PLANNING STUDY

REF. JOB No. 642/78145 DRAWN BY: B A E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT., 1982

5.4 Low Density Mixed Commercial-Residential Areas

The commercial areas in South Parkdale are the Queen Street commercial strip and the three commercial clusters on King Street. Queen Street has traditionally functioned as the main commercial centre of South Parkdale and the southerly portion of North Parkdale, while the King Street commercial clusters have served the local needs of the population close to and south of King Street. This distribution of functions should be maintained and strengthened. Consequently, the commercial area on Queen Street should be strengthened as the commercial centre of South Parkdale and nearby residential areas. Any commercial expansion on King Street should not threaten the viability of the commercial centre on Queen Street.

The commercial strip and clusters in South Parkdale as well as in other parts of the City are characterized by buildings with commercial uses at grade and residential uses on the upper floors. Most buildings are two to three storeys in height with their front walls abutting the sidewalk. The commercial strip has a low-rise physical appearance with mixed commercial-residential buildings at low density compared to high-rise, high-density commmercial buildings on streets in the downtown such as Bay Street and University Avenue. Consequently, in the Official Plan and Zoning By-law, the official term now being used to describe commercial strips such as those in South Parkdale is Low Density Mixed Commercial-Residential Areas.

In considering new policies for commercial strips, the City recognizes that there is a good potential to increase the residential component in mixed-use buildings. At present, the owner of a building on Queen Street is only permitted to build two residential floors above a store. However, three or even four residential floors at certain locations would not alter significantly the character of the strip. The City has, therefore, decided to encourage more housing above stores by increasing residential densities for mixed-use buildings.

Increased residential densities on commercial strips would:

a) provide more housing and thus increase the housing stock of the City;

b) increase the market and disposable income within the trade area of commercial strips;

c) encourage owners to renovate and improve their buildings and consequently the physical appearance of the commercial strip;

d) encourage merchants to improve their businesses and maintain a good level of commercial service to their customers; and

HOUSING ABOVE STORES ON QUEEN STREET WEST IS A DOMINANT FEATURE OF THE RETAIL STRIP.

e) encourage the use of public transit, particularly for work trips.

Therefore, it is proposed:

- That the commercial strip on Queen Street and the King Street commercial clusters be designated as Low Density Mixed Commercial-Residential Areas in the Official Plan and Zoning By-law.

- That a substantial residential component be encouraged in new or renovated buildings in Low Density Mixed Commercial-Residential Areas.

Under this designation, buildings can be completely commercial, completely residential or contain a mix of commercial and residential uses.

The City has also introduced a new method of calculating the density of buildings on commercial strips that have been designated as Mixed Commercial-Residential Areas. The density of a building on Queen Street West is presently calculated as the gross floor area of the building divided by the area of the lot. For example, a building with a gross floor area of 6,000 square feet on a lot of 3,000 square feet is said to have a density of 2.0. Under the new system introduced by the City, residential densities of buildings on commercial strips can be calculated on the basis of gross floor area or units per hectare (units per acre in imperial measurement), depending on the size of the lot.

If a building contains only commercial uses, the density continues to be calculated on the basis of gross floor area. If, however, the building contains only residential uses, the density is calculated in units per hectare (units per acre). For example, a new building on a quarter acre lot in an area where a maximum of 80 units per acre is permitted can only have twenty units (80 divided by 4).

The density of buildings containing a mix of non-residential uses (eg., retail, offices) and residential uses is calculated according to a formula:

$$\text{non-residential density} + \frac{\text{residential density}}{100\ (40)} = K$$

provided that the maximum non-residential density and maximum residential density permitted are not exceeded. K is a constant. The number 100 is used for metric measurements, and 40 for imperial measurements.

Let us assume that the maximum non-residential density permitted is 2.0, the maximum residential density permitted is 80 units per acre and K is equal to 2.5. If the owner wants to construct a building with a non-residential density of 1.0, then the formula used would read:

$$1.0 + \frac{\text{residential density}}{40} = 2.5$$

The residential density in this case would be 60 units per acre which is within the maximum permitted. If, however, the non-residential density is only 0.25, the resultant residential density would be 90 units per acre. Since the maximum is 80 units per acre, the owner can only build 80 units per acre and not 90 units per acre.

Since this new system of calculating density was first used in the plan for the Central Area where mainly large lots and large buildings are developed, the system has certain disadvantages to property owners when applied to the small lots that are usually found on commercial strips in the City's neighbourhoods. In order to overcome these disadvantages, the City has also introduced a "small sites policy". The area below which a lot is considered a small site is presently being reviewed but the proposed area is likely to be 10,000 square feet. On small sites, property owners will be able to choose between the units per hectare (units per acre) system and the gross floor area system of calculating densities.

The main advantage of the units per hectare (units per acre) system is that it provides the City with a more flexible method of achieving its housing and commercial goals on commercial strips, particularly where large developments are proposed. Both the units per hectare (units per acre) system and the "small sites policy" will be proposed in this plan.

5.4.1 The Queen Street Commercial Centre:

In order to achieve the functional objective stated above, the problems of the Queen Street commercial centre detailed in Section 3 of this report must be resolved. The implementation of goals for population and housing summarized earlier in this report should result in a more stable neighbourhood and is likely to expand the market for commerce on Queen Street. However, the problems in certain sections of the strip would have to be resolved if advantage is to be taken of the expanded market, and if local residents are to be attracted to the strip.

The District Commerce Centre policy in the Part I Official Plan of the City sought to encourage the concentration of commercial activities, particularly offices, on Queen Street. The form of

concentration intended was a "mini downtown" for Parkdale in the vicinity of the Queen/Lansdowne intersection. In the implementation of the policy, medium density buildings were to be encouraged. The District Commerce Centre policy has not worked as there have been no major developments or redevelopments since the introduction of that policy.

The main reason for the apparent failure of the District Commerce Centre policy has been low or almost zero market demand for concentrations of substantial office space on neighbourhood commercial strips. Office space forms about 12 per cent of total floor area and between 20 per cent and 25 per cent of commercial floor area on Queen Street and other commercial strips in the west end of the City. However, such office space is used for local service functions and is dispersed along the strip in low-rise buildings.

The concentration of offices in medium density buildings at Lansdowne Avenue and Queen Street West that may result from the District Commerce Centre policy is neither desirable nor appropriate. First, offices generate a high volume of vehicular traffic which would increase congestion and aggravate traffic conditions on Queen Street at the Jameson/Queen/Landsowne jog during peak periods. Second, parking problems on Queen Street West would be intensified. Third, encouragement of a "mini-downtown" at Lansdowne Avenue and Queen Street West would be in conflict with Metro and City policy to encourage office/employment concentrations at specific centres, such as Bloor/Islington, Yonge/St. Clair (intermediate centres) and Scarborough Town Centre (major centre).

Experience with the District Commerce Centre policy in other parts of the City has been similar to that in South Parkdale. Further, the City realized that this policy was neither appropriate nor desirable for commercial strips. Consequently, in September, 1978, City Council passed an Intent to delete the District Commerce Centre Policy from Part I of the Official Plan.

- In accordance with Council's Intent to delete the District Commerce Centre policy from the Part I Official Plan, it is proposed that the District Commerce Centre Policy in the Part I Official Plan of the City not apply to the Queen/Lansdowne area.

Though it is proposed that the entire strip be designated as a Low Density Mixed Commercial-Residential Area, it is divided into three sections: i) West Section (W), Roncesvalles Avenue to Triller Avenue; ii) Central Section (C), Triller Avenue to Cowan Avenue; and iii) East Section (E), Cowan Avenue to Dufferin Street.

5.4.1.1 Central Section (C), Triller Avenue To Cowan Avenue:

This section of the strip is mainly low-rise in character with street-related retail, particularly on the north side of Queen Street, and apartments on the upper floors of buildings. Though the south side of Queen Street between Triller Avenue and Dowling Avenue is mainly residential, it does contain a few commercial establishments. Recently a long-standing vacant building was renovated for commercial purposes. It is intended to maintain commercial uses at grade and to encourage some additional housing above stores. Also, completely residential buildings would be permitted but it is expected that such buildings will be constructed only in the weakest parts of the strip.

In Central Section (C), it is proposed:

- That completely residential buildings be permitted up to a maximum residential density of 200 units per hectare (80 units per acre) both in the Official Plan and Zoning By-law.

- That completely commercial and/or institutional buildings be permitted up to maximum non-residential density of 2.0 in the Official Plan and Zoning By-law.

- That buildings containing a mix of residential uses and commercial and/or institutional uses be permitted up to the non-residential and residential densities determined by the following mixing formula:

$$\text{non-residential density} + \frac{\text{residential density}}{100} = 2.5$$

  provided that the non-residential density does not exceed 2.0 and the residential density does not exceed 200 units per hectare.

In order to ensure that any development which may occur respect the character of the existing streetscape in terms of height of buildings and visual coherence, and that such development does not have an adverse effect on adjacent residential areas, it is proposed:

- That a height limit of 14 metres (45 feet) be placed on any new development or any additions to existing buildings in Section C.

Such a height limit would permit a mixed-use building up to about four storeys. Buildings above the proposed height limit could only be constructed after the owner receives special permission from the City.

RETAIL USES AT GRADE ALONG QUEEN STREET WEST ENCOURAGE PEDESTRIAN ACTIVITY AND STREET LIFE.

5.4.1.2 East Section (E), Cowan Avenue To Dufferin Street:

This section of the strip seems to be the least viable in terms of commercial activities and is considered by most residents and merchants to be in a state of decline. There are a number of long-standing vacant lots and buildings near to Cowan Avenue and at the south-western corner of Dufferin Street and Queen Street. Also, most of the social problems on Queen Street are concentrated in this section of the strip. It is the intent of this plan to encourage redevelopment in this part of Queen Street.

The greatest potential seems to be for residential redevelopment with a small commercial component at grade. This potential is most obvious immediately east of the Parkdale Library and on the south side of Queen Street between Gwynne Avenue and Dufferin Street. Also, higher densities could be accommodated in parts of this section of the strip than in the central section for a number of reasons. One, the large building east of the Parkdale Library abuts the old telephone exchange and a vacant lot at the rear (Map 5C.1). Two, there is a decrease in land elevation from Gwynne Avenue to Dufferin Street on the south side of Queen Street West. Three, most of the lots fronting on the south side of Queen Street near Dufferin Street abut a laneway and industries at the rear. Fourth, most of the lots on the north side of Queen Street, east of Brock Avenue, abut an area used for industry at the rear. Therefore, it seems appropriate to provide density incentives to encourage redevelopment with a substantial residential component in this section.

It is, therefore, proposed:

- That completely residential buildings be permitted up to a maximum residential density of 250 units per hectare (100 units per acre) in the Official Plan and the Zoning By-lay.

- That completely commercial and/or institutional buildings be permitted up to a maximum non-residential density of 1.0 in both the Zoning By-law and the Official Plan.

- That buildings containing a mix of residential uses and commercial and/or institutional uses be permitted in the Official Plan and Zoning By-law up to the non-residential and residential densities determined by the following mixing formula:

$$\text{non-residential density} + \frac{\text{residential density}}{100} = 3.0$$

provided that the non-residential density does not exceed 1.0 and the residential density does not exceed 250 units per hectare (100 units per acre).

- That a height limit of 17 metres (55 feet) be placed on any new development or any additions to existing buildings in Section E.

Figures 1 to 6 give two alternatives of an architect's view of the type and scale of development that could occur on the lot immediately east of the Parkdale Library. Alternative A assumes that development occurs only on the "McMillan site". Alternative B assumes that development occurs both on the "McMillan site" and above the parking lot adjacent to the Parkdale Library.

Figures 7 to 9 give a similar view of a possible development on the south side of Queen Street West between Gwynne Avenue and Dufferin Street.

5.4.1.3 West Section (W), Roncesvalles Avenue To Triller Avenue:

For many years this section of the Queen Street commercial strip has been the "specialty and antique market" of Parkdale. It is one of the most stable sections of the strip, particularly close to Roncesvalles Avenue. However, as with the eastern end of the strip near Dufferin Street, there is a drop in land elevation from Triller Avenue to Roncesvalles Avenue. In addition, there seems to be some potential to develop or redevelop certain sites, particularly at Triller Avenue and the north-eastern corner of Queen Street and Roncesvalles Avenue where one-storey buildings are the norm. Further, many of the buildings on the north side of Queen Street are two-storey buildings in contrast to the four, five and six-storey buildings on the south side of Queen Street.

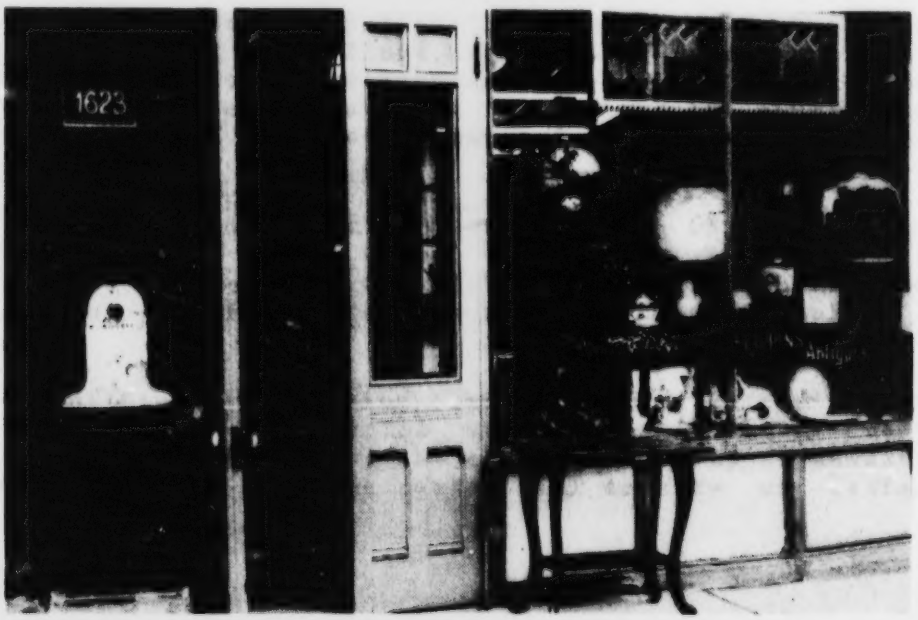
Given the drop in elevation from Triller Avenue to Roncesvalles Avenue, it seems appropriate to encourage a substantial residential component in any mixed-use development in this section of the strip similar to that proposed for Section E.

It is, therefore, suggested:

- That the policies proposed for Section E of the commercial strip also apply to Section W.

Figures 10 to 16 give three alternatives of an architect's view of the redevelopment of the north side of Queen Street West at Roncesvalles Avenue. Figures 10 to 14 present two alternative building forms for a number of properties presently under one ownership. Alternative A proposes the renovation of most of the existing buildings fronting on Queen Street West with new additions to the west and north of the renovated buildings. Alternative B assumes demolition of the existing buildings and construction of a new L-shaped building.

SPECIALTY AND ANTIQUE SHOPS ON QUEEN STREET WEST BETWEEN TRILLER AND RONCESVALLES AVENUES.



Figures 15 and 16, Alternative C, assumes a major assembly of properties and the construction of a new building.

5.4.1.4 The Special Case Of Small Sites:

Earlier in this section, the reasons for the "small sites policy" were explained. It was stated that, though the current review of the "small sites policy" was not yet completed, it is likely that lots under 930 square metres (10,000 square feet) would be proposed as "small sites". Owners of such sites would be given the option of using the units per hectare system of density or the gross floor area system.

Therefore, it is proposed:

- That on lots of 930 square metres (10,000 square feet) or less, in Section C, completely residential buildings should be permitted up to a maximum gross floor area of 2.0 times the area of the lot.

- That on lots of 930 square metres (10,000 square feet) or less, in Section C, mixed-use buildings should be permitted with a gross floor area up to a maximum of 2.5 times the area of the lot, provided that neither the residential nor non-residential gross floor area exceeds 2.0 times the area of the lot.

- That on lots of 930 square metres (10,000 square feet) or less in Sections W and E, completely residential buildings should be permitted up to a maximum gross floor area of 2.5 times the area of the lot.

- That on lots of 930 square metres (10,000 square feet) or less in Sections W and E, mixed-use buildings should be permitted up to a maximum gross floor area of 3.0 times the area of the lot provided that the residential gross floor area does not exceed 2.5 times the area of the lot and the non-residential gross floor area does not exceed 1.0 times the area of the lot.

5.4.1.5 Assisted And Senior Citizens' Housing On Queen Street:

In accordance with City Council's policy and in light of the shortage of housing for low and moderate income people, it is proposed:

- That buildings containing residential uses, alone or in combination with commercial and/or institutional uses, be permitted in Section C of the commercial strip at densities 25 per cent greater than the residential density or residential

gross floor area proposed earlier under Section 5.4.1.1 provided that:

a) the owner of any such building agrees with the City to provide such additional residential density or additonal residential gross floor area for the purpose of any assisted housing programme; and

b) Council has regard for the relationship of the new development to adjacent residential areas in terms of height, form, siting and traffic.

This incentive for the provision of assisted housing would not apply to Sections W and E of the commercial strip because of the density incentive already provided for redevelopment in those Sections.

- That completely residential buildings intended for senior citizens should be permitted in Section C of the commercial strip up to a maximum special residential density of 400 units per hectare (160 units per acre) in the Official Plan.

- That buildings containing senior citizens' units and commercial and/or institutional uses should be permitted in Section C of the commercial strip up to the special residential density determined by the following mixing formula:

$$\text{non-residential density} + \frac{\text{special residential density}}{200} = 2.5$$

provided that the non-residential density does not exceed 2.0 and the special residential density does not exceed 400 units per hectare (160 units per acre).

- That completely residential buildings intended for senior citizens should be permitted in Sections W and E of the commercial strip up to a maximum special residential density of 500 units per hectare (200 units per acre).

- That buildings containing senior citizens' units and commercial and/or institutional uses should be permitted in Sections W and E of the commercial strip up to the special residential density determined by the following mixing formula:

$$\text{non-residential density} + \frac{\text{special residential density}}{200} = 3.0$$

provided that the non-residential density does not exceed 1.0 and the special residential density does not exceed 500 units per hectare (200 units per acre).

- That the special residential densities as set out above be permitted only in the Official Plan and that special permission be required from the City to obtain those special residential densities under the same criteria as for assisted housing and in accordance with Section 3A.5(a) of the Part I Official Plan (Appendix D).

There are two main reasons for permitting senior citizens' housing at such an apparent high residential density on the Queen Street commercial strip. First, senior citizens' apartments are usually a maximum size of 540 square feet. Therefore, on a one acre lot, 160 such units would result in a residential floor area of approximately 2.0 times the area of the lot which is the proposed maximum gross floor area permitted for market housing on the greater portion of the commercial strip. Further, in accordance with the higher residential density permitted for Sections W and E of Queen Street, it is suggested that senior citizens' housing be permitted in this area up to 200 units per acre. Second, senior citizens require less parking and community services and facilities per capita than others and they tend to have a positive social impact on surrounding residential areas.

5.4.2 King Street Commercial Clusters:

As discussed previously, the King Street commercial clusters provide local shopping and commercial services for the population in the immediately surrounding area. Though there has been interest on the part of developers in the expansion of commercial uses on King Street, any major expansion of such uses could threaten the viability of existing and proposed commercial activities on Queen Street.

Therefore, it is proposed:

- That the low-rise character and local commercial function of the King Street clusters be maintained and that a larger housing component be permitted than at present.

Though little redevelopment is expected, there is some potential for new housing, particularly in the cluster at King Street and Dufferin Street and at the Kinhurst Plaza at Springhurst Avenue (Map 5C.1). It is proposed:

- That the commercial clusters along King Street at Dufferin Street, Cowan Avenue and Springhurst Avenue be designated Low Density Mixed Commercial-Residential Areas.

KINGHURST PLAZA AT SPRINGHURST AVENUE AND KING STREET WEST.

STORES ON KING STREET BETWEEN GWYNNE AVENUE AND DUFFERIN STREET.

Since it is intended to encourage mainly larger residential components in any redevelopment and to maintain the low-rise character of the clusters, buildings containing only commercial or institutional uses would be permitted up to a density of 2.0 and buildings containing only residential uses up to a residential density of 80 units per acre. Mixed-use buildings may be constructed in accordance with the formula proposed for the central portion of Queen Street West provided that the above densities for commercial and residential uses are not exceeded. A height limit of 14 metres (45 feet) is suggested in order to ensure that new buildings are low-rise and respect the scale of existing buildings.

It is suggested that the gas station at the north-west corner of Elm Grove Avenue and King Street be included in the Low Density Mixed Commercial-Residential Area.

The policies governing small lots, assisted and senior citizens' housing, and site plan control proposed for Section C of Queen Street will also be proposed for the King Street commercial clusters.

5.4.3 Site Plan Control:

It is the intent of this plan to encourage improvements to the physical appearance of buildings, coherence of the streetscape and attractiveness of Queen Street and the King Street commercial clusters through such measures as the spacing and siting of buildings and the relationship between new and renovated buildings and existing buildings. In addition, it is intended to encourage safe pedestrian movement along as many portions of the shopping areas as is feasible by controlling the location of access driveways and off-street parking facilities as well as loading bays. Such controls do not fall within the jurisdiction of the Zoning By-law.

One of the main characteristics of commercial strips is that the front wall of buildings is usually located at the edge of the sidewalk. The "zero setback character" of commercial and mixed-use buildings on Queen Street West and King Street West creates a desirable atmosphere for walking and shopping along the strip. It is intended to maintain this character. Where the front walls of buildings are proposed to be setback some distance from the sidewalk, attractive landscaping of the open space so created should be required.

Further, many of the proposals outlined in previous sections cannot be implemented through the Zoning By-law. The only instrument available to the City to control those aspects of development is the site plan control by-law explained at the beginning of this section.

Therefore, it is proposed:

- That the Queen Street commercial strip and the King Street commercial clusters be designated as areas of Site Plan Control under Section 40 of the Planning Act.

5.4.4 Strategy For A Queen Street Revitalization Programme:

Proposed changes to the Official Plan and Zoning By-law combined with site plan control cannot, by themselves, revitalize the Queen Street commercial strip. There are several problems identified by merchants, residents and Planning and Development Department staff that can only be resolved through an action programme of revitalization. For example:

a) improving the appearance of buildings and stores and the general attractiveness of Queen Street;

b) increasing the variety of goods and shops;

c) improving the quality of available goods;

d) attracting more shoppers to Queen Street from the surrounding areas and thus increasing the commercial viability of businesses; and

e) ensuring good public transit and adequate parking facilities for shoppers,

are goals that can only be achieved through an action programme involving merchants, property owners and government.

Since the designation of the eastern half of Queen Street as a Business Improvement Area (BIA), certain physical improvements have been implemented with public funds. New street signs have been installed on Queen Street as on other streets in South Parkdale. A tree planting programme has been completed. Benches and planters have been placed at certain locations, such as the intersection of Lansdowne Avenue and Queen Street West. The development of Parkdale Centennial Square in the Cowan/Queen area is completed.

In mid-1981, the BIA Board of management requested Planning and Development Department staff to prepare a programme of improvements for the revitalization of Queen Street, including costs and possible funding sources. Planning and Development Department staff have presented their proposals to the merchants. Discussion of the proposals should be completed by the Spring.Further improvements of the Queen Street commercial strip will not be easy to implement but they can be done with the determination, initiative and co-operation of all concerned. For

example, owners of buildings can be encouraged and assisted by the City to improve the facades of their buildings and make additions to the upper floors for housing purposes. With the assistance of the City and inexpensive consulting services, merchants can improve the attractiveness of their stores through such means as design of signs and lighting, sidewalk window and in-store display of goods, and use of colours in external and internal repainting.

Perhaps the most significant initiatives for the revitalization of Queen Street are those that should be undertaken by the merchants through their local organization. The local organization of merchants with assistance from the City and private consulting services could undertake a survey of shoppers and residents in the surrounding residential areas. Such a survey can determine how residents perceive the stores and shops on Queen Street, and the types of stores and goods that residents would use if provided. Also, the gross disposable income in the Queen Street trade area, the share of this disposable income local merchants attract and residents' reasons for not spending more on Queen Street can be determined. With this information and analysis, local merchants can be encouraged to improve their businesses, extend and/or change their range of goods and undertake other necessary improvement programmes. In addition, new businesses could be attracted to locate on Queen Street.

One of the important and integral elements in any improvement is promotion. To date, Queen Street merchants have not undertaken an aggressive promotion programme to attract shoppers. There are various types of promotion programmes that should be investigated. However, two forms of promotion that have been used with great success are "weekly specials" and periodic strip-wide sidewalk sales that are widely publicized in the surrounding areas. The success of such sales would depend on their organization and the direct involvement of residents in organizing booths, stalls or tables with merchandise for sale. Such sales could also be combined with cultural or amusement-type activities.

In light of the above discussion, it is proposed:

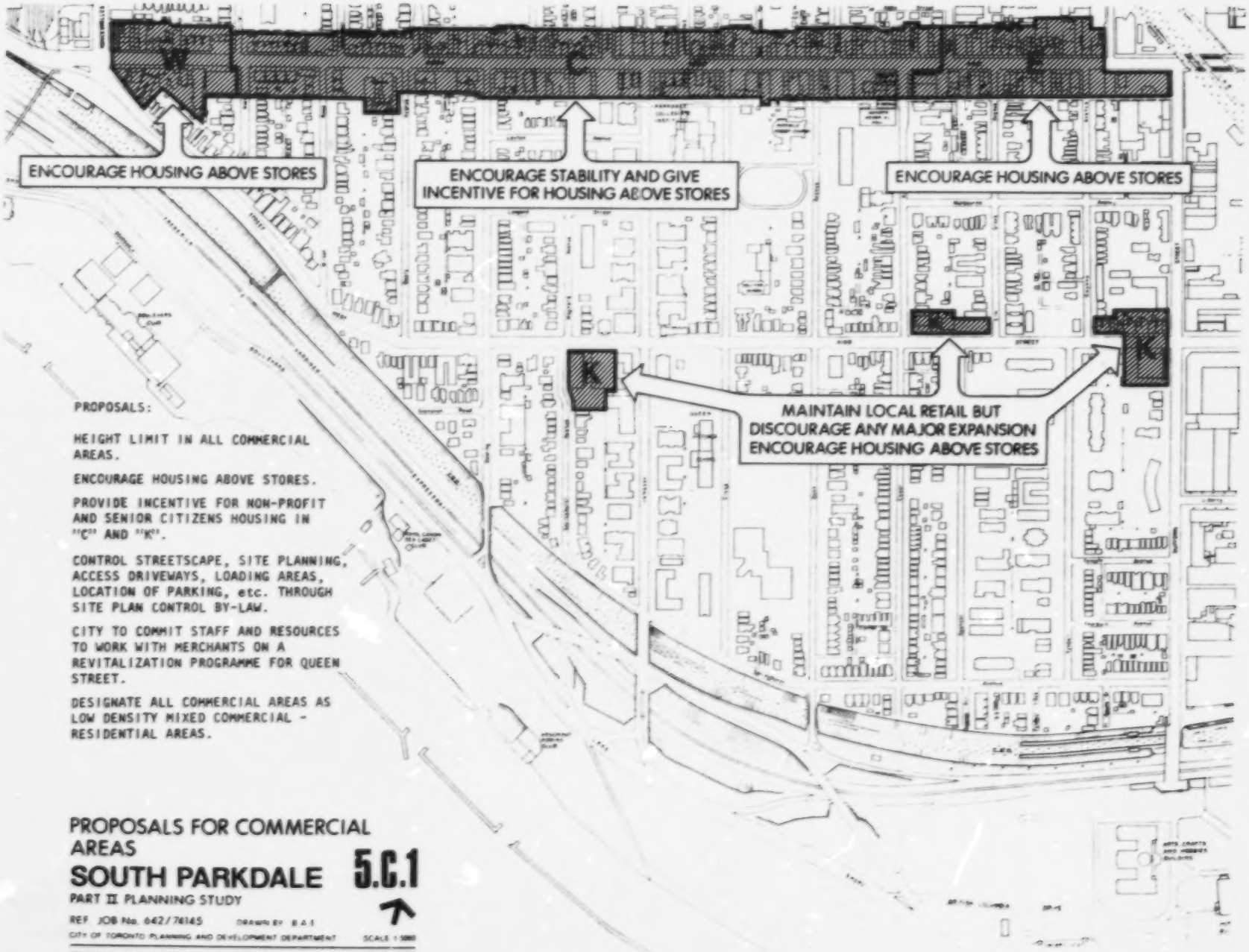
- That the City express its commitment to the revitalization of Queen Street West by making available staff and material resources to assist in the preparation and implementation of an effective and feasible revitalization programme for Queen Street.

- That the City, in collaboration with the local merchants' organization, and after preparation of a preliminary "prospectus" of revitalization, take the initiative in organizing a workshop or seminar consisting of owners of buildings, merchants, local residents' associations, Ward Aldermen, relevant City staff, local bank managers, possible

funding sources, and representatives of other levels of government, to discuss the "prospectus" and propose ways and means by which participating interests can contribute to the revitalization programme.

. That the City and local merchants' organization with the assistance of private consulting services, as needed, jointly organize and fund a shoppers' and local residents' survey and an assessment of the commercial potential of the Queen Street commercial strip based on trade area analysis and shopping trends in the City.

Implementation of the above proposals would be the beginning of a process through which details of a revitalization programme can be formulated, funded and implemented.


ENCOURAGE HOUSING ABOVE STORES
ENCOURAGE STABILITY AND GIVE INCENTIVE FOR HOUSING ABOVE STORES
ENCOURAGE HOUSING ABOVE STORES
K
K
MAINTAIN LOCAL RETAIL BUT DISCOURAGE ANY MAJOR EXPANSION ENCOURAGE HOUSING ABOVE STORES

PROPOSALS:

HEIGHT LIMIT IN ALL COMMERCIAL AREAS.

ENCOURAGE HOUSING ABOVE STORES.

PROVIDE INCENTIVE FOR NON-PROFIT AND SENIOR CITIZENS HOUSING IN "C" AND "K".

CONTROL STREETSCAPE, SITE PLANNING, ACCESS DRIVEWAYS, LOADING AREAS, LOCATION OF PARKING, etc. THROUGH SITE PLAN CONTROL BY-LAW.

CITY TO COMMIT STAFF AND RESOURCES TO WORK WITH MERCHANTS ON A REVITALIZATION PROGRAMME FOR QUEEN STREET.

DESIGNATE ALL COMMERCIAL AREAS AS LOW DENSITY MIXED COMMERCIAL - RESIDENTIAL AREAS.

PROPOSALS FOR COMMERCIAL AREAS

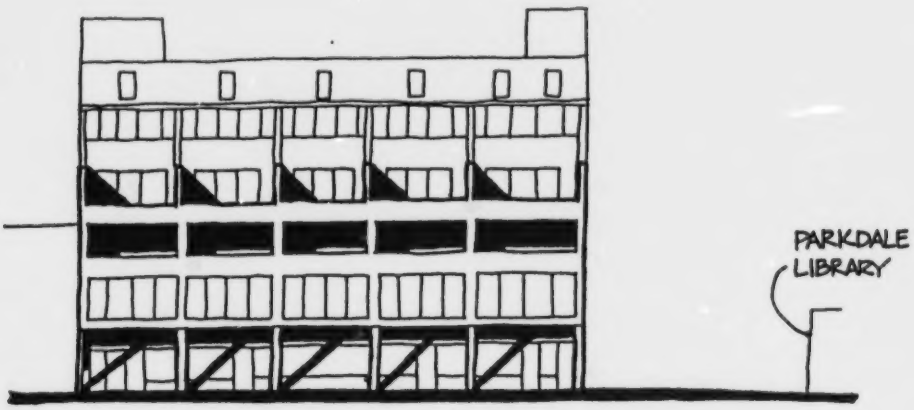
SOUTH PARKDALE 5.C.1

PART II PLANNING STUDY

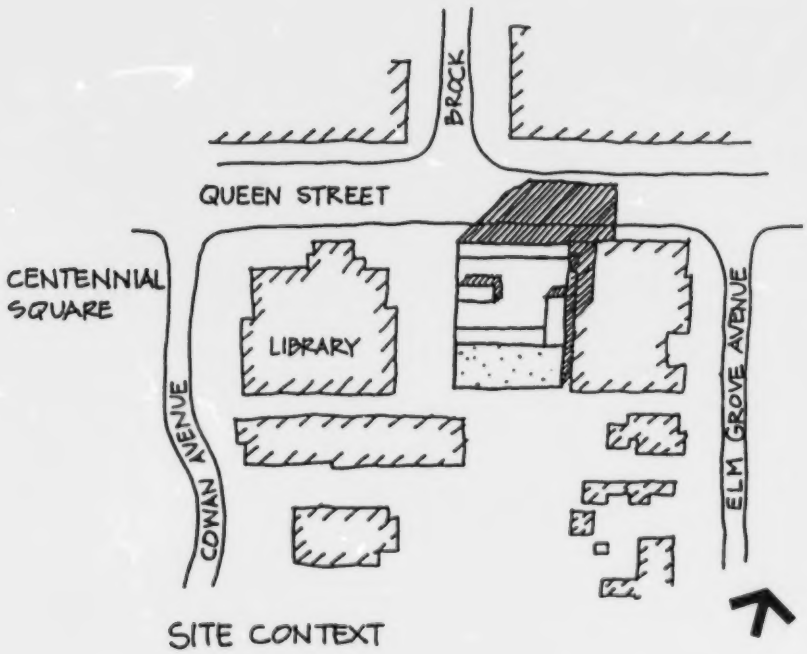
REF JOB No. 042/78145 Drawn BY B.A.I

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT. 1982



QUEEN STREET ELEVATION



SITE CONTEXT

DEVELOPMENT POTENTIAL
QUEEN/COWAN/ELM GROVE
ALTERNATIVE A
SOUTH PARKDALE

Fg.1

PART II PLANNING STUDY

REF. JOB No. 642/74145

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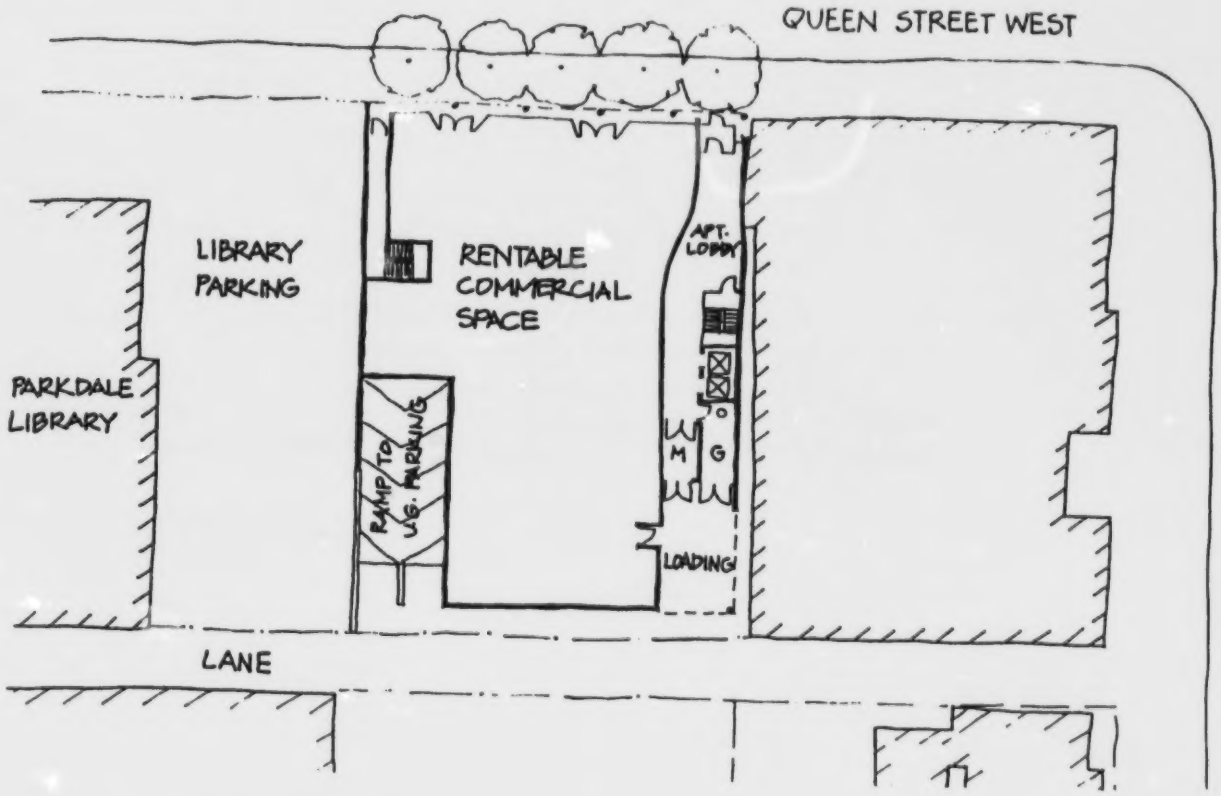
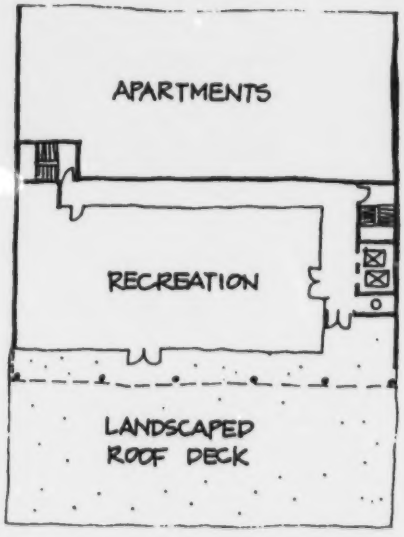


GROUND LEVEL PLAN



2ND LEVEL PLAN

DEVELOPMENT POTENTIAL QUEEN/COWAN/ELM GROVE ALTERNATIVE A

SOUTH PARKDALE

PART II PLANNING STUDY

Fg.2

REF. JOB No. 642/74145

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COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

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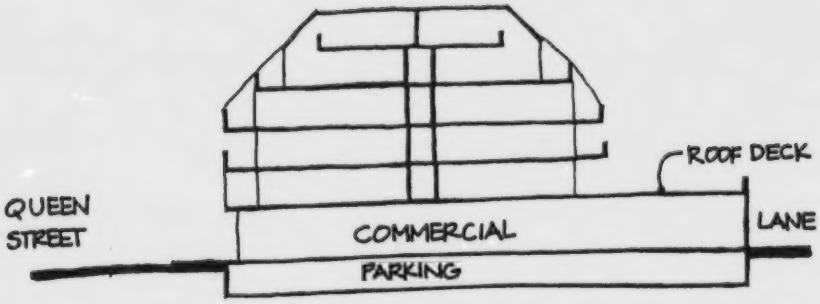
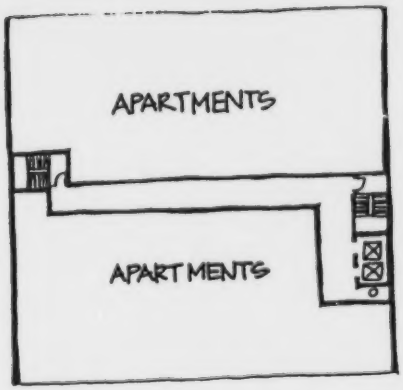


TYPICAL SECTION



TYPICAL RESIDENTIAL FLOOR

DEVELOPMENT POTENTIAL
QUEEN/COWAN/ELM GROVE
ALTERNATIVE A
SOUTH PARKDALE

Fg. 3

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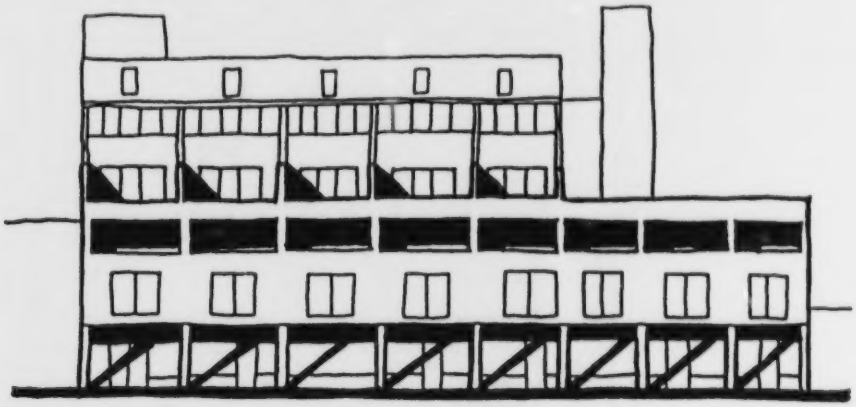
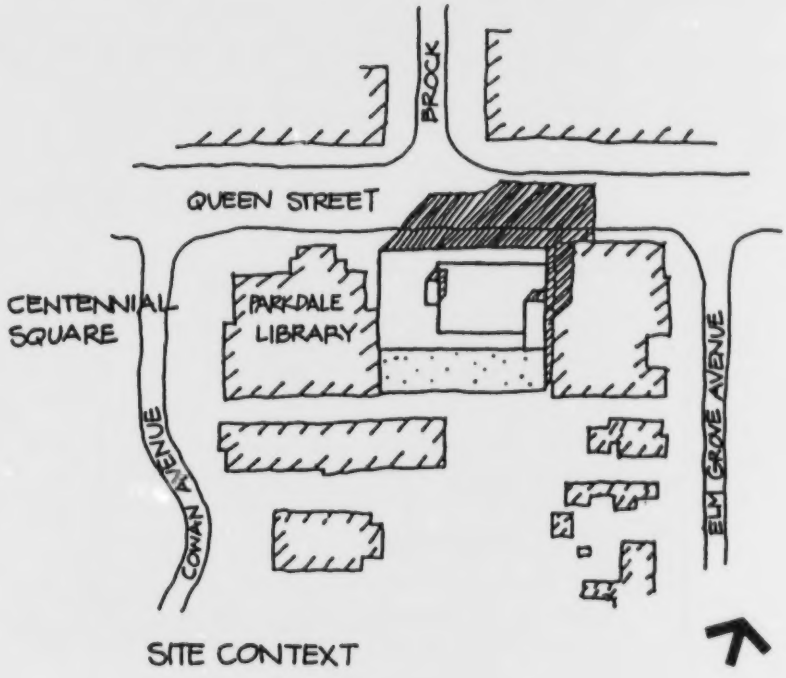


QUEEN STREET ELEVATION



SITE CONTEXT

DEVELOPMENT POTENTIAL QUEEN/COWAN/ELM GROVE ALTERNATIVE B

SOUTH PARKDALE

Fg. 4

PART II PLANNING STUDY

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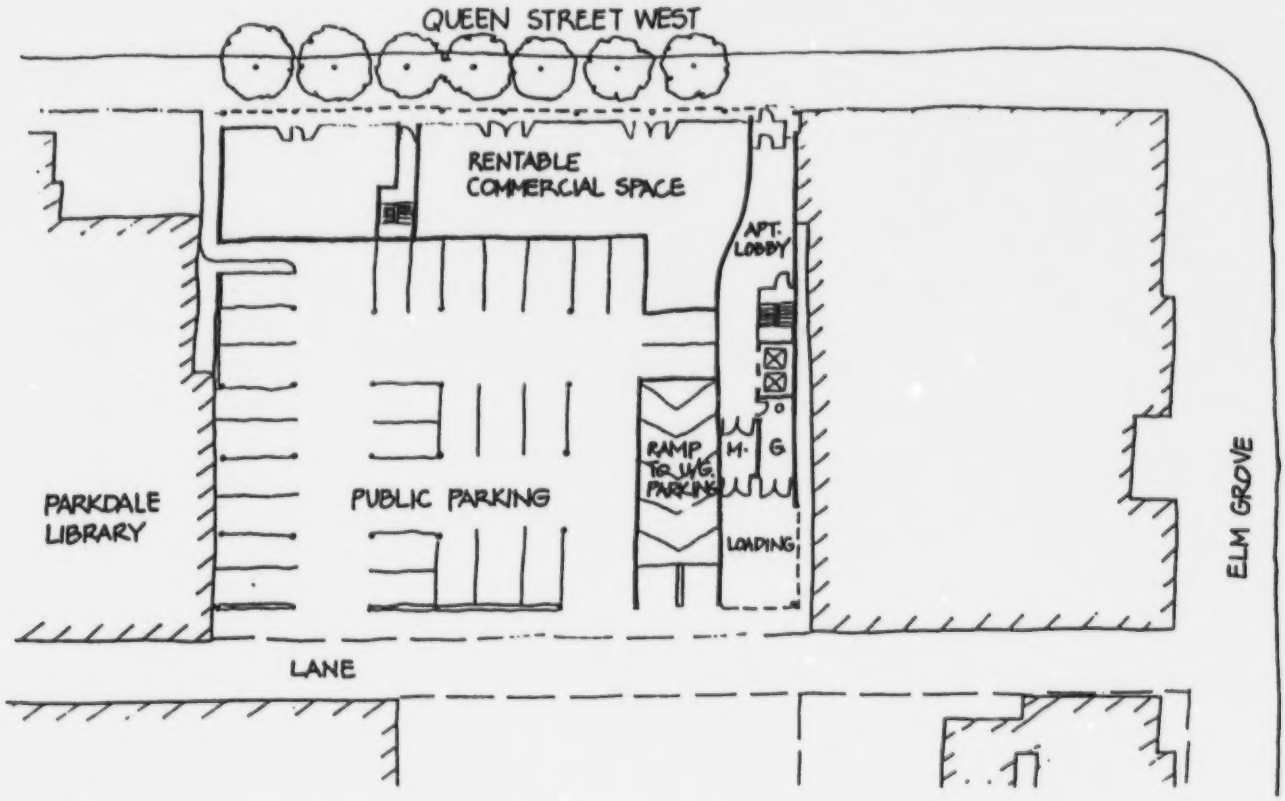
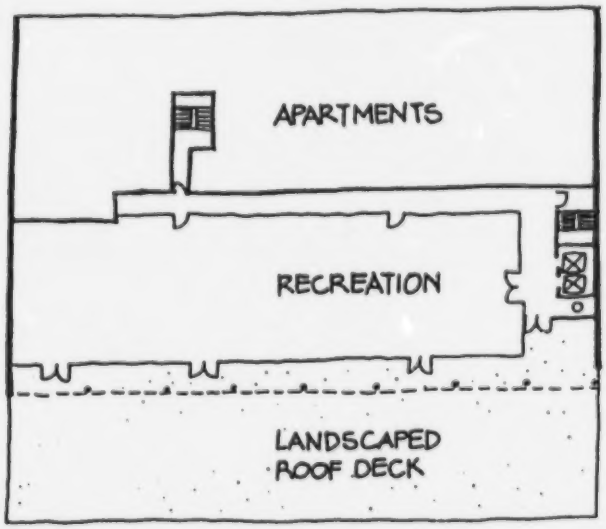
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



GROUND LEVEL PLAN



2ND LEVEL PLAN

DEVELOPMENT POTENTIAL QUEEN/COWAN/ELM GROVE ALTERNATIVE B

SOUTH PARKDALE

PART II PLANNING STUDY

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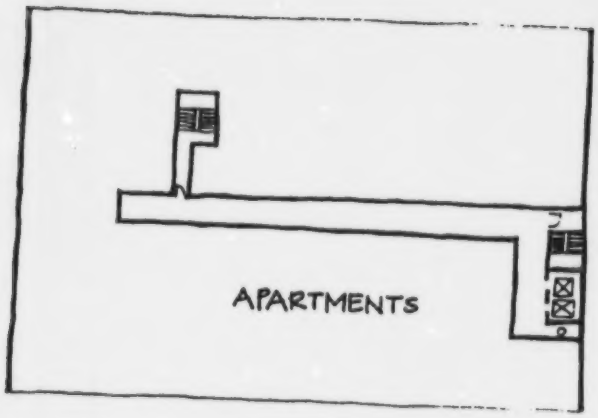
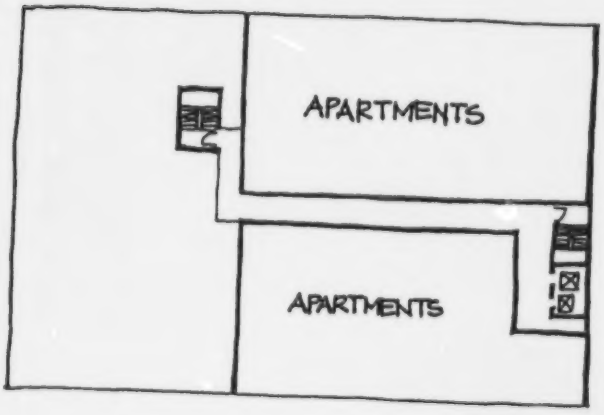


3RD LEVEL PLAN



4TH, 5TH LEVEL PLAN

DEVELOPMENT POTENTIAL
QUEEN/COWAN/ELM GROVE
ALTERNATIVE B
SOUTH PARKDALE

Fg. 6

PART II PLANNING STUDY

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COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

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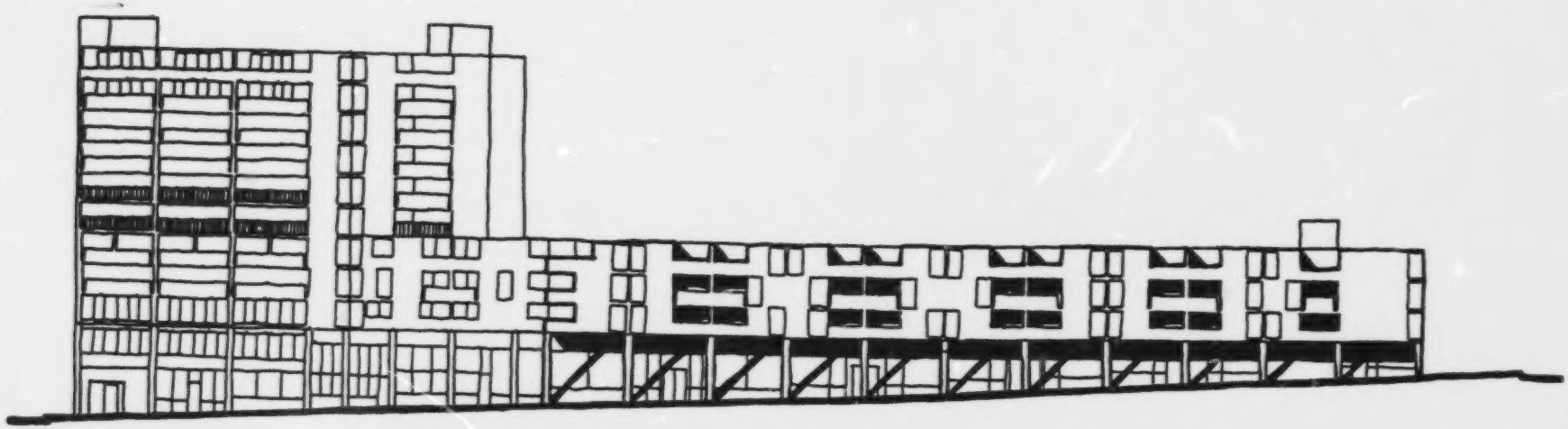

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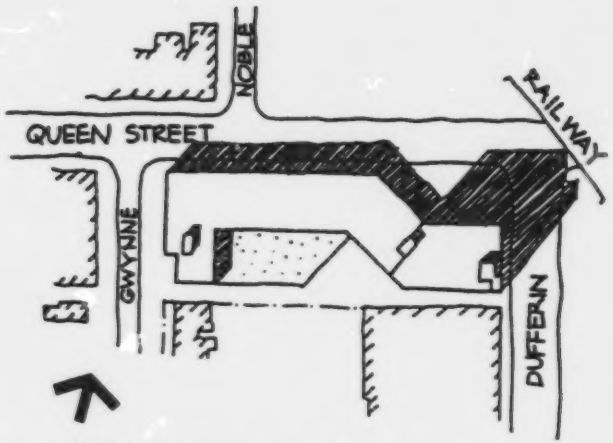

SITE CONTEXT

DEVELOPMENT POTENTIAL
QUEEN/DUFFERIN/GWYNNE
JUNE 1982
SOUTH PARKDALE

Fg. 7

PART II PLANNING STUDY

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CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

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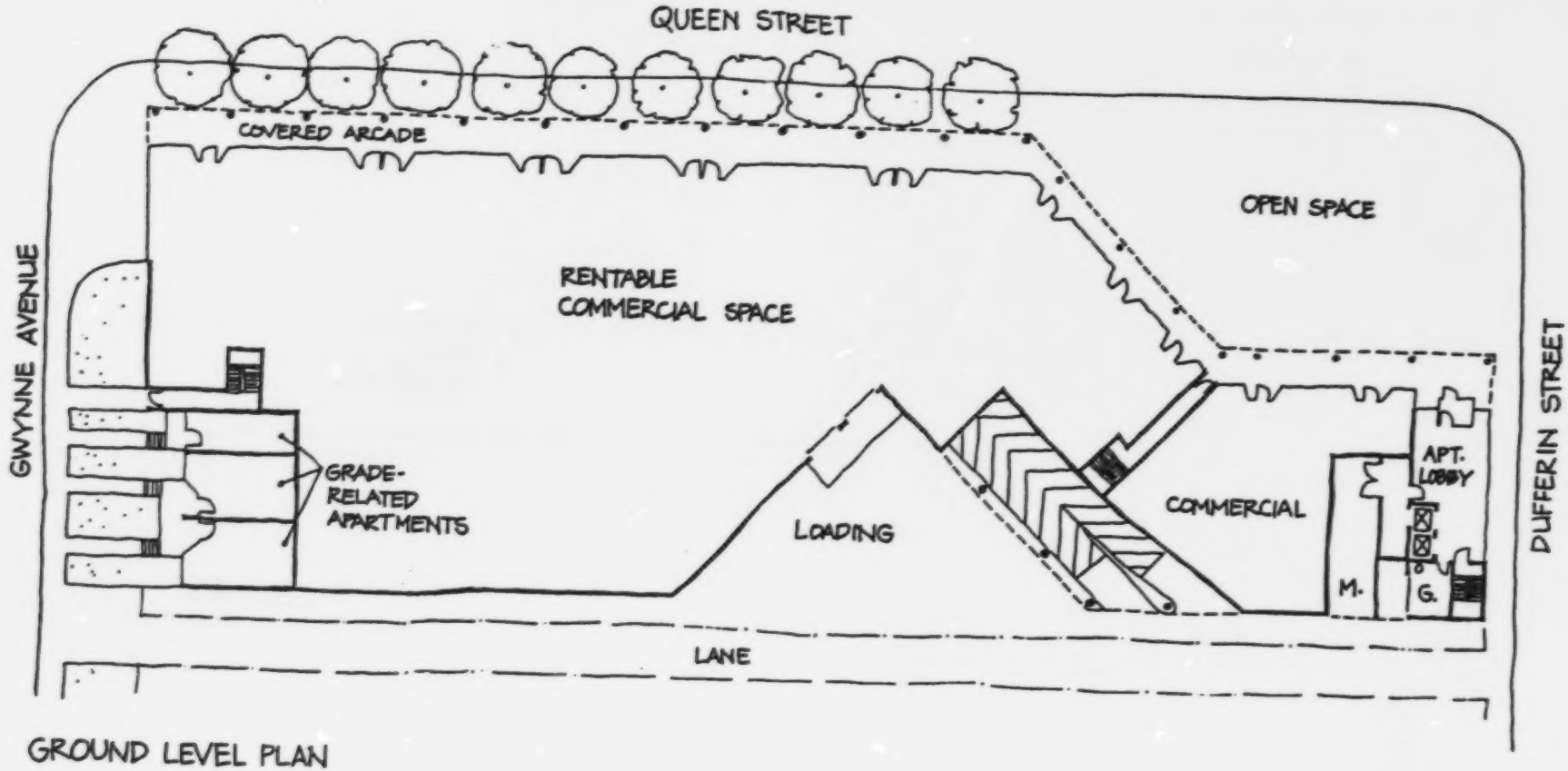


GROUND LEVEL PLAN

DEVELOPMENT POTENTIAL
QUEEN/DUFFERIN/GWYNNE
JUNE 1982

SOUTH PARKDALE

PART II PLANNING STUDY

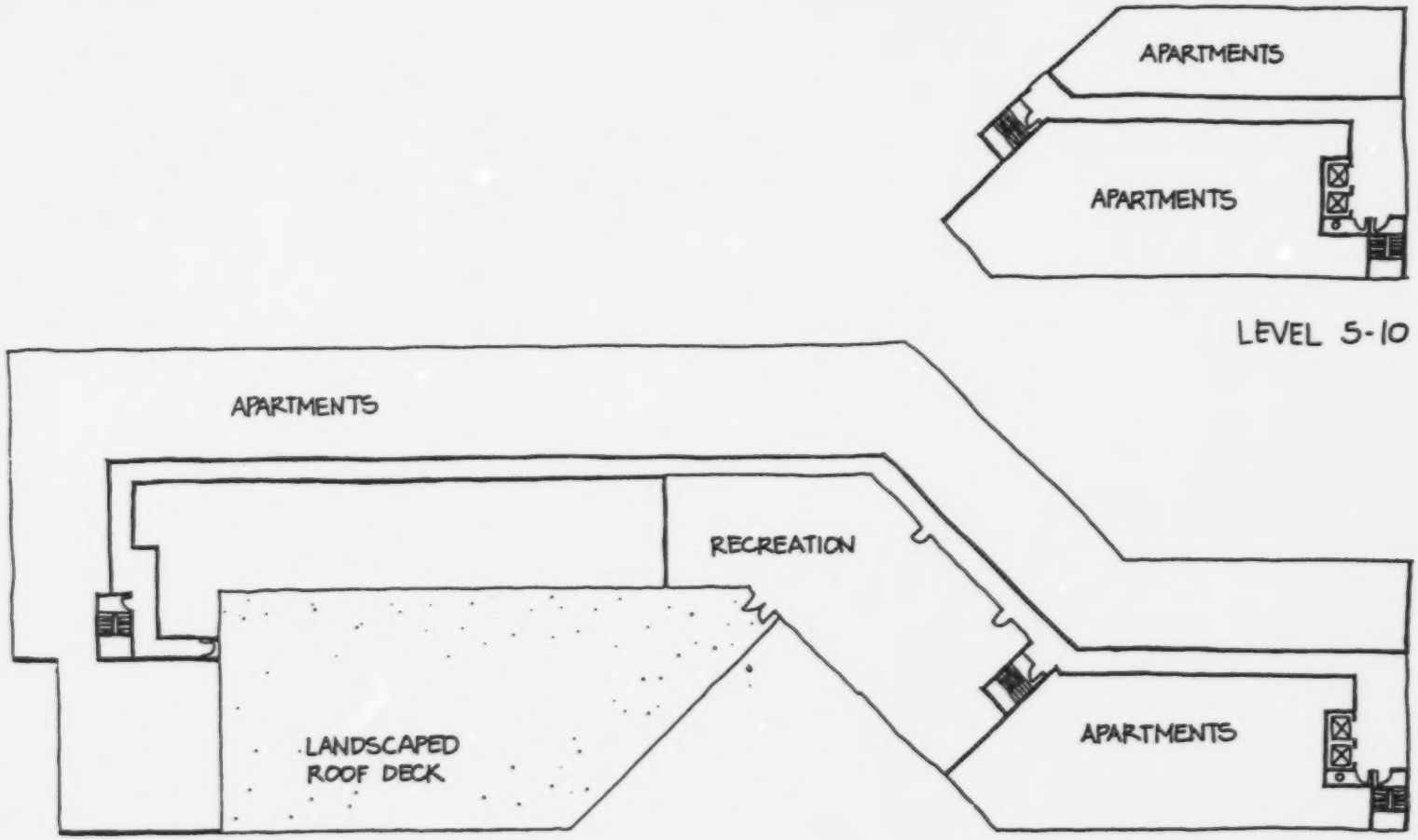
Fg. 8

REF. JOB No. 642/74145

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



DEVELOPMENT POTENTIAL
QUEEN/DUFFERIN/GWYNNE
JUNE 1982
SOUTH PARKDALE

Fg. 9

PART II PLANNING STUDY

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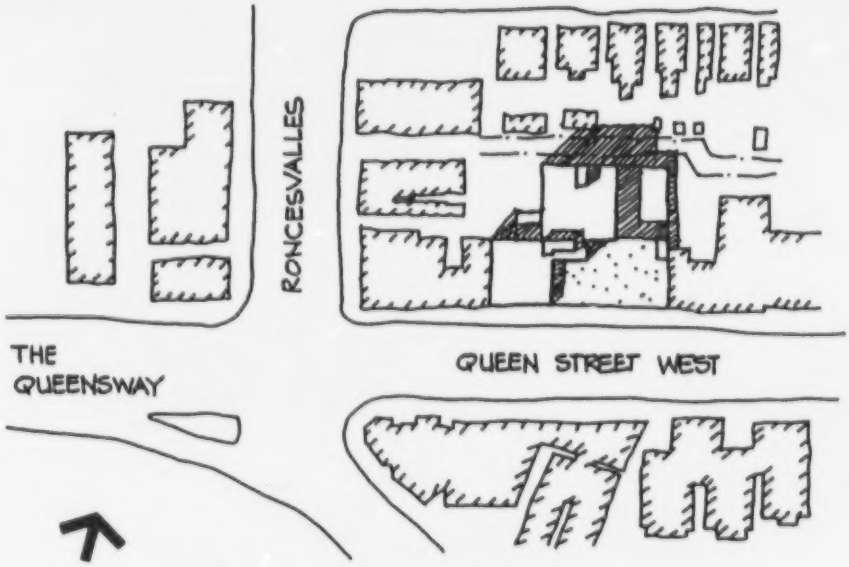
COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT. 1982

QUEEN STREET ELEVATION



SITE CONTEXT

DEVELOPMENT POTENTIAL
QUEEN/RONCESVALLES
ALTERNATIVE A
SOUTH PARKDALE

Fg.10

PART II PLANNING STUDY

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CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

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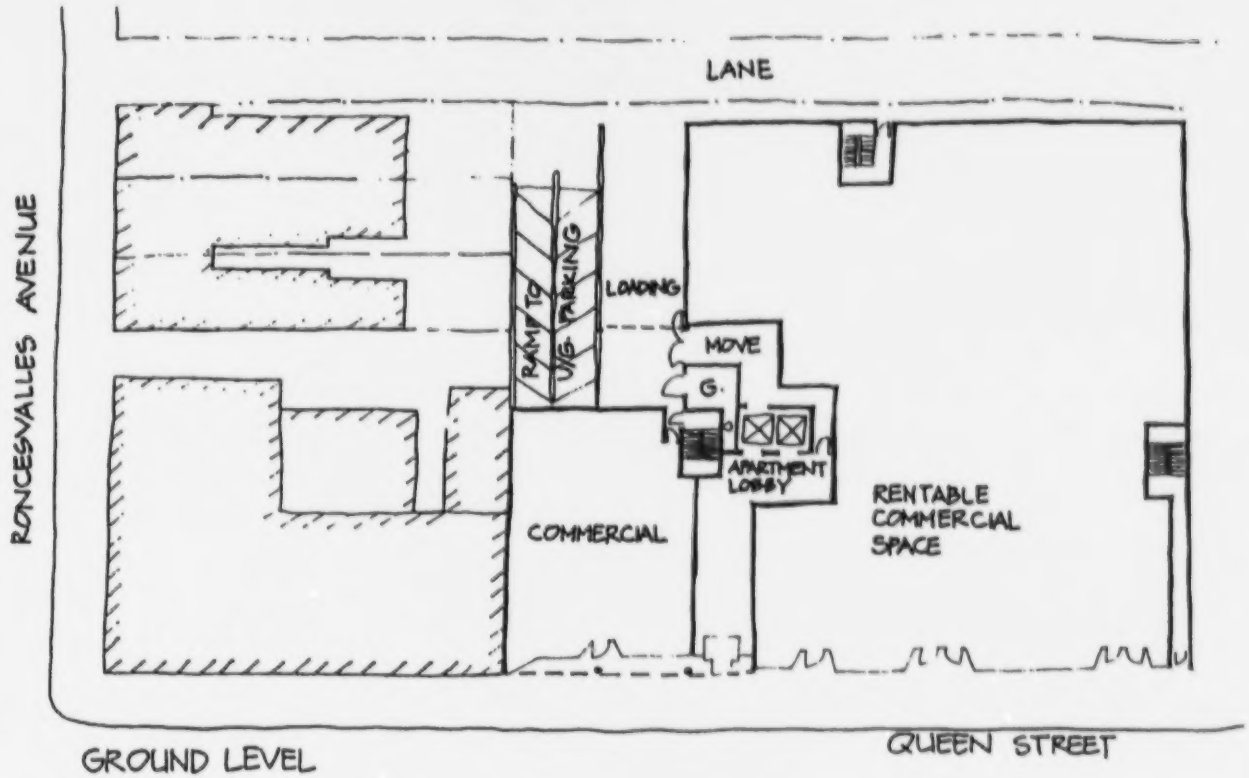
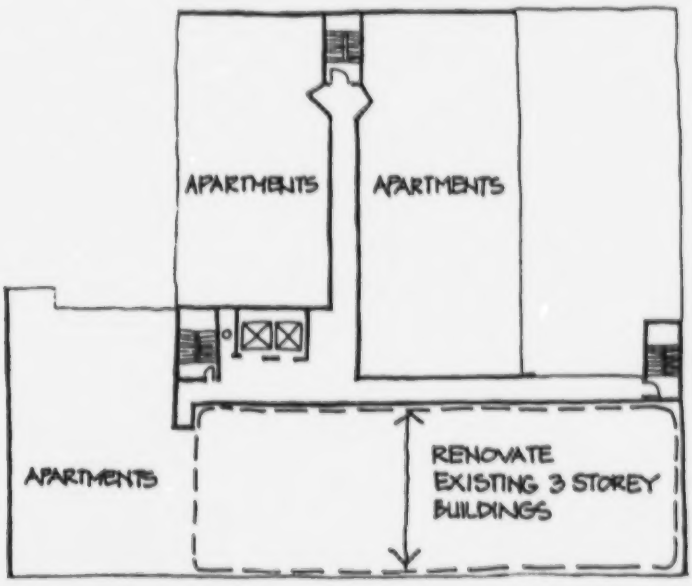


GROUND LEVEL PLAN



SECOND LEVEL PLAN

DEVELOPMENT POTENTIAL QUEEN/RONCESVALLES ALTERNATIVE A

SOUTH PARKDALE

PART II PLANNING STUDY

Fg.11

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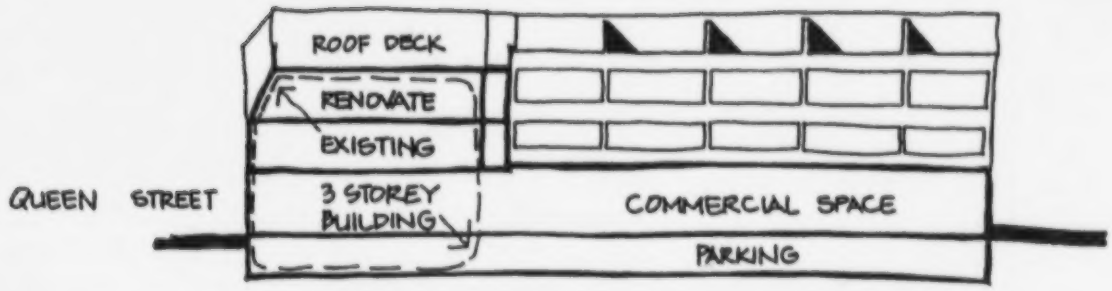
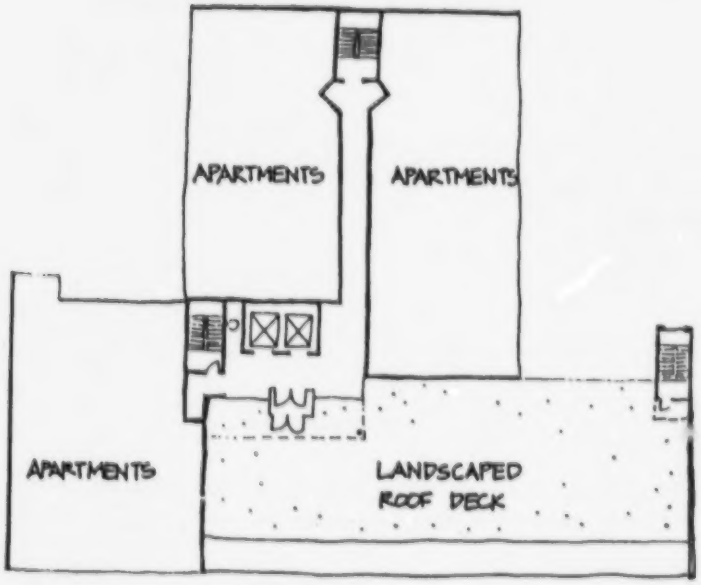
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



SECTION



FOURTH LEVEL PLAN

DEVELOPMENT POTENTIAL QUEEN/RONCESVALLES ALTERNATIVE A

SOUTH PARKDALE

Fg.12

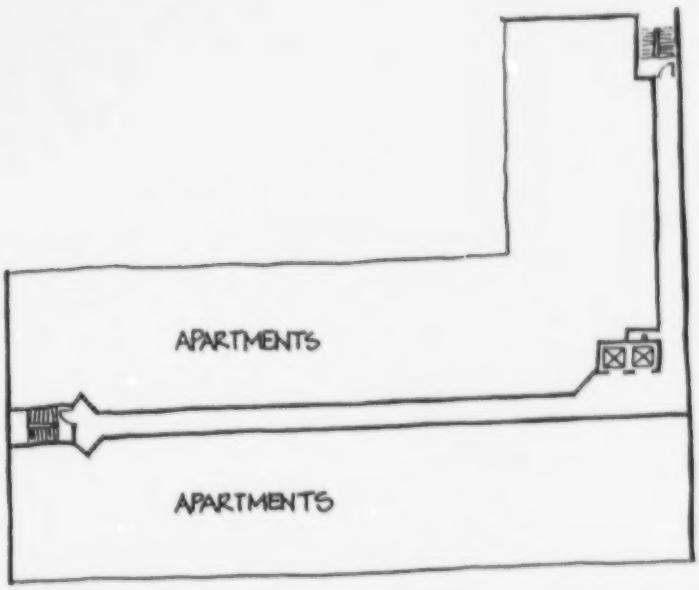
PART II PLANNING STUDY

REF. JOB No. 642/74145

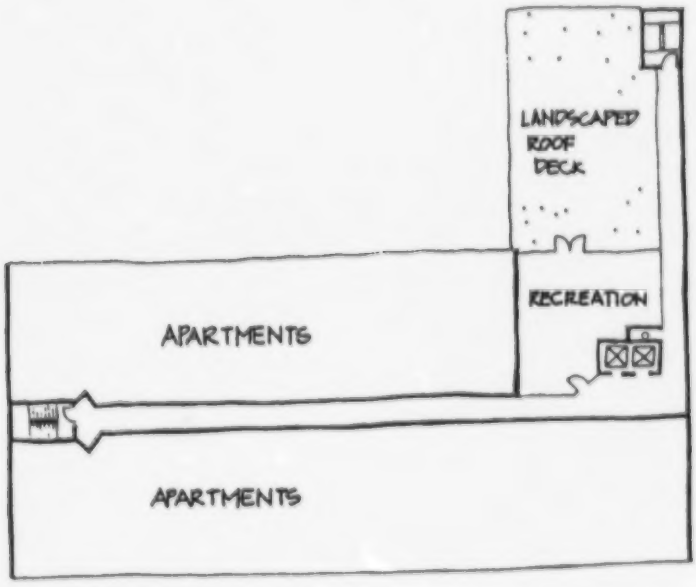
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



TYPICAL RESIDENTIAL LEVEL



FIFTH LEVEL PLAN

DEVELOPMENT POTENTIAL
QUEEN/RONCESVALLES
ALTERNATIVE B
SOUTH PARKDALE

PART II PLANNING STUDY

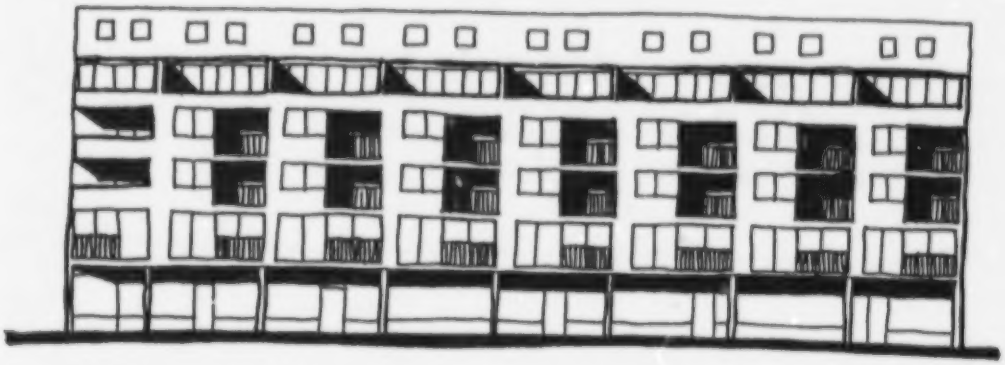
Fg.13

REF. JOB No. 642/74145

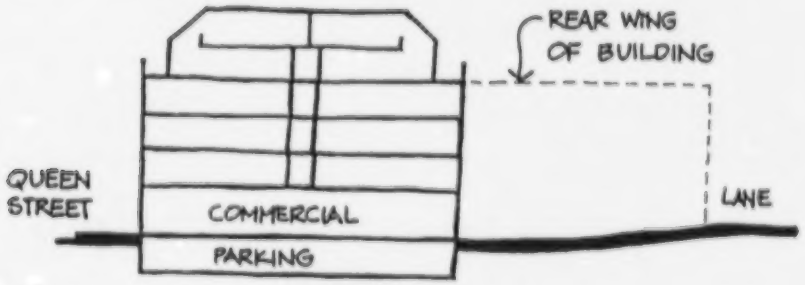
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



QUEEN STREET ELEVATION



TYPICAL SECTION

DEVELOPMENT POTENTIAL
QUEEN/RONCESVALLES
ALTERNATIVE B
SOUTH PARKDALE

Fg.14

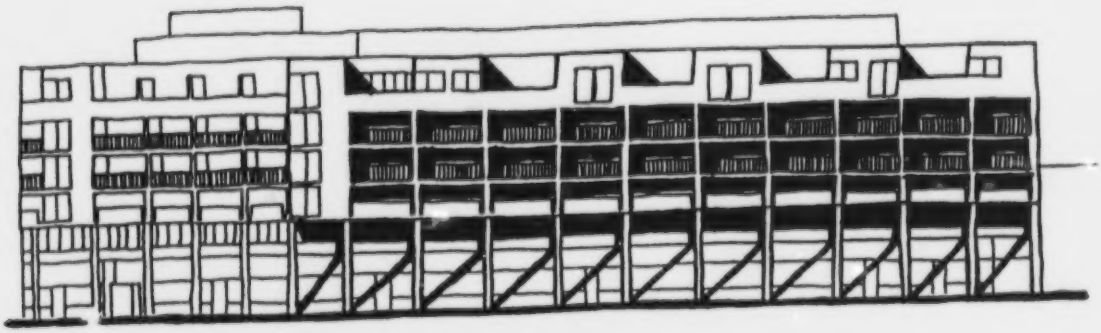
PART II PLANNING STUDY

REF. JOB No. 642/74145

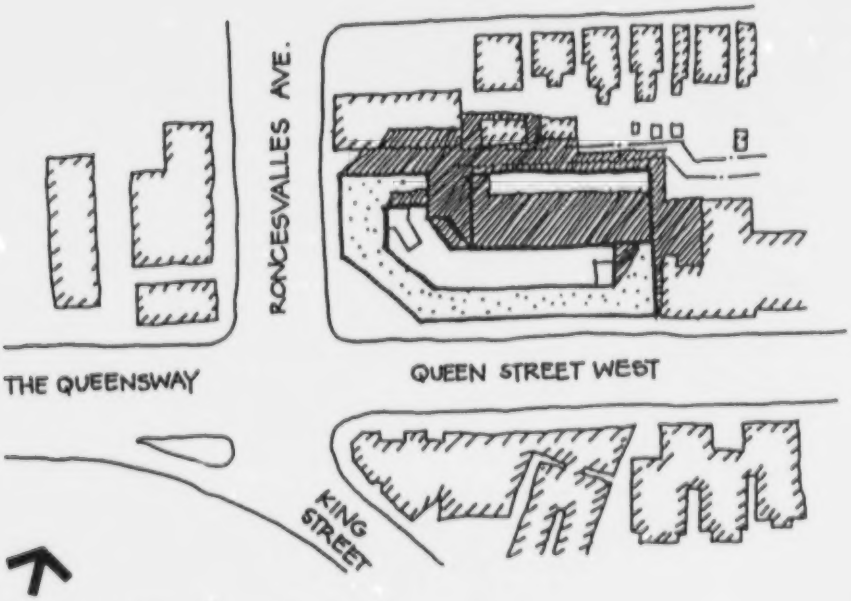
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



QUEEN STREET ELEVATION



SITE CONTEXT

DEVELOPMENT POTENTIAL
QUEEN/RONCESVALLES
ALTERNATIVE C
SOUTH PARKDALE

Fg.15

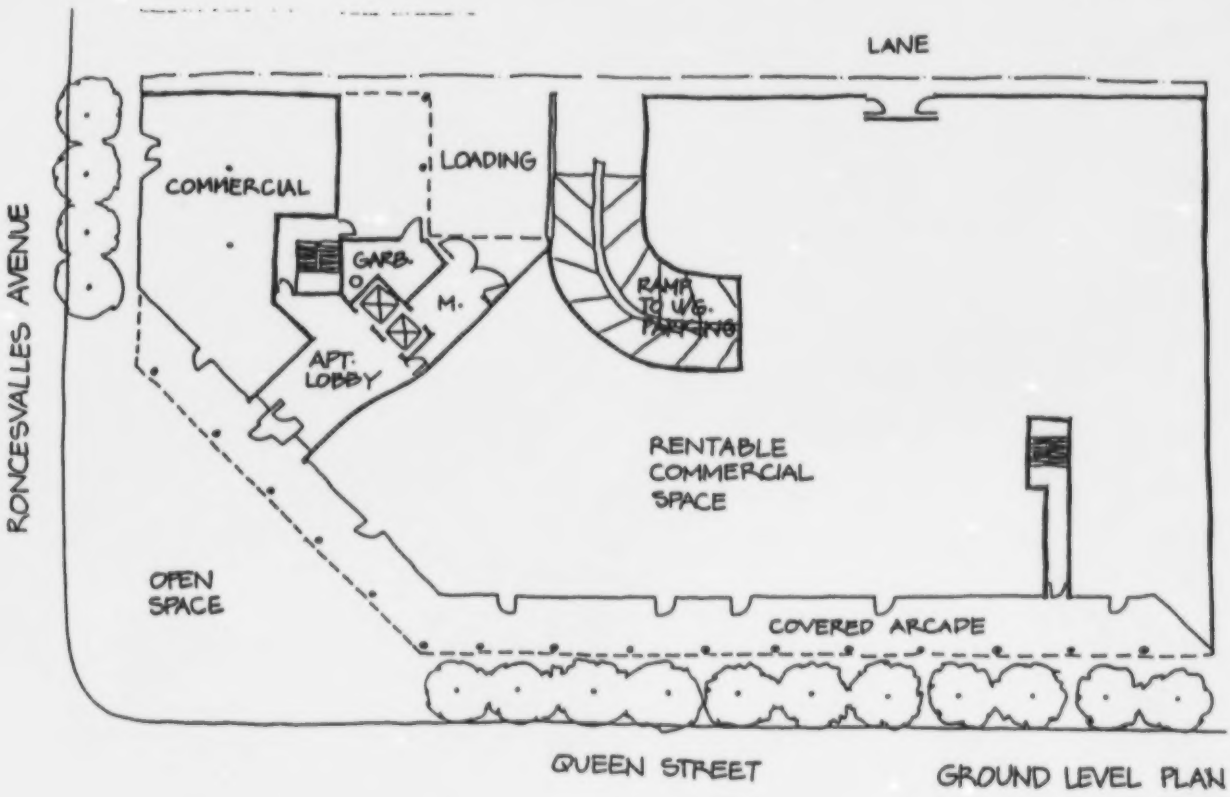
PART II PLANNING STUDY

REF. JOB No. 642/74145

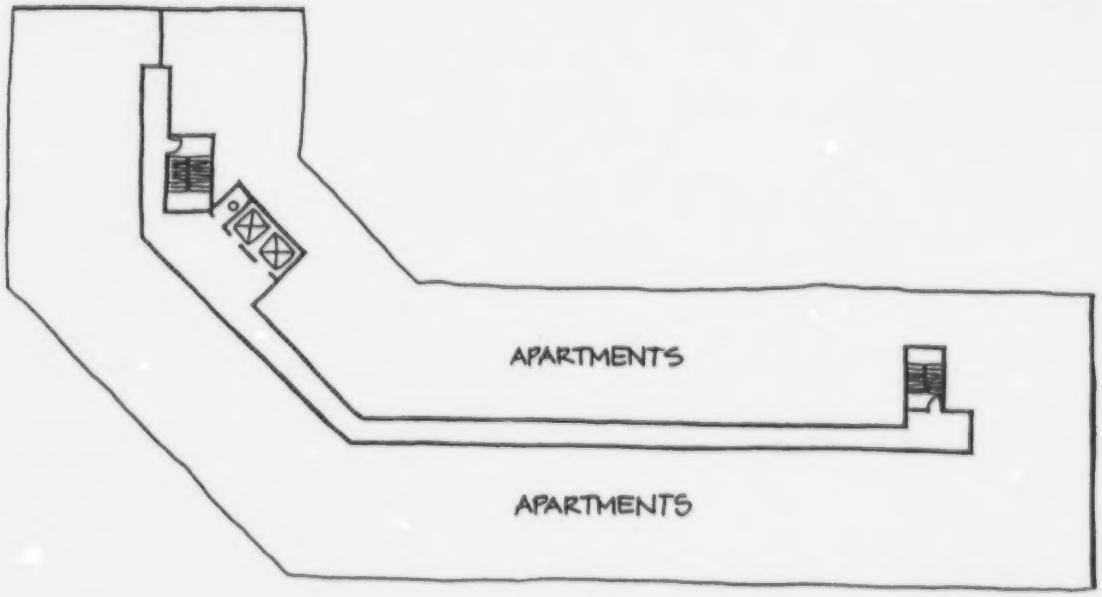
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982



GROUND LEVEL PLAN



TYPICAL RESIDENTIAL LEVEL

DEVELOPMENT POTENTIAL QUEEN/RONCESVALLES ALTERNATIVE C

SOUTH PARKDALE

Fg.16

PART II PLANNING STUDY

REF. JOB No. 642/74145

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

OCT., 1982

5.5 Community Services and Facilities

South Parkdale is acutely deficient in community services and facilities such as local parks, play areas for small children, indoor community and recreational facilities, recreational and services programmes and neighbourhood-wide dissemination of information on available services, programmes and facilities. Local residents of various age, income and ethno-cultural groups and staff of service agencies agree that the acute deficiencies in facilities, programmes and services make it necessary for the City to concentrate some of its material resources in South Parkdale in order to overcome those deficiencies as far as is possible. Without such a commitment, the goals for population and housing outlined in the previous sections may not be achievable.

5.5.1 Local Parks And Recreation Facilities:

Since the inception of the Part II planning study in 1975, three new local parks have been developed in South Parkdale: i) the Spencer/Cowan parkette; ii) the Melbourne Avenue parkette; and iii) the Masaryk Park. In addition, a shuffle board court has been installed in the Dunn Avenue parkette south of 245 Dunn Avenue and this parkette has been linked by means of a pedestrian walkway to the Masaryk Park.

Further, funds have been allocated for neighbourhood improvements in South Parkdale through the Community Services Contribution Programme (C.S.C.P.), a programme that replaced the former Neighbourhood Improvement Programme (N.I.P.), that was jointly financed by all levels of government. C.S.C.P. funds have been used to create Parkdale Centennial Square at Cowan Avenue and Queen Street West, to extend the Parkdale Library for the purpose of accommodating the Parkdale Information Centre, and to improve the Parkdale Collegiate Institute schoolyard on Jameson Avenue for passive and active recreation purposes. Recently, 64-66 Beaty Avenue was purchased by the City with C.S.C.P. funds for parks purposes. The boarded-up building has been demolished and the lot has been sodded. Also, new street signs and street furniture at certain locations along Queen Street West have been provided with C.S.C.P. funds (Map 5D.1).

In addition to the above improvements, priorities for other local parks and indoor community and recreational facilities and programmes are documented in two major reports prepared by Planning and Development Department staff:

a) Proposals for Parks and Recreational Facilities in South Parkdale, January 22, 1979; and

b) Proposals for Indoor Community and Recreational Facilities and Programmes in South Parkdale, October 16, 1981.

In the context of the provision of parks, recreation facilities and programmes, the former report can be viewed as a preliminary report and the latter as a final report on the subject. Though the 1981 report deals with outstanding needs for parks and outdoor recreation facilities, its main focus and the focus of discussion at meetings of Committees of City Council is on the provision of limited indoor recreation facilities at Holy Family School and the creation of a community and recreation centre in one building comprising the Cowan Avenue "Fire Hall" and Masaryk Hall.

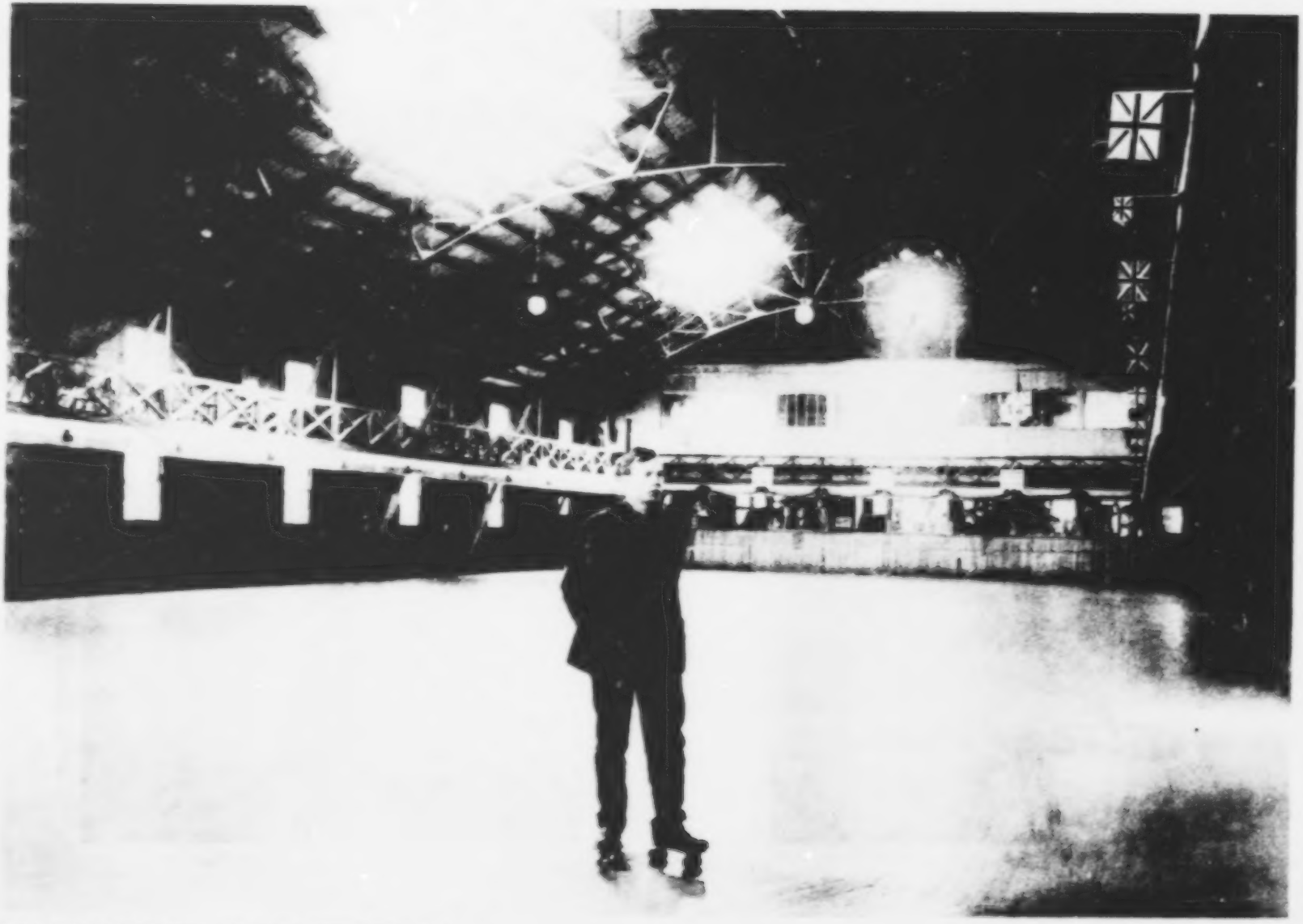
In May, 1982, City Council approved a grant of $350,000 (C.S.C.P. funds) to the Metropolitan Separate School Board for the purpose of constructing a gymnasium, community room, and ancillary facilities at Holy Family School under a shared-use agreement. It is expected that the above facility will be ready for use sometime in 1983. At the same time, City Council requested the Commissioner of Parks and Recreation to include the necessary funds for Masaryk Hall in his proposed 1983-1987 Capital Budget Programme. However, City Council has not committed any funds for the development of a community and recreation centre at Masaryk Hall. Further, it has not considered a design, programming or management for Masaryk Hall. Nonetheless, there seems to be increasing interest among local residents to begin a fund-raising campaign for a community and recreation centre at Masaryk Hall-Cowan Avenue "Fire Hall" Community Centre.

Other recommendations contained in the 1981 report dealing with local parks and outdoor recreation facilities may be considered as secondary projects. Therefore, it seems necessary to include in this neighbourhood plan proposals for parks, recreational facilities, programmes and a community and recreation centre at Masaryk Hall and the Cowan Avenue "Fire Hall" that are contained in the 1981 report (Map 5D.2).

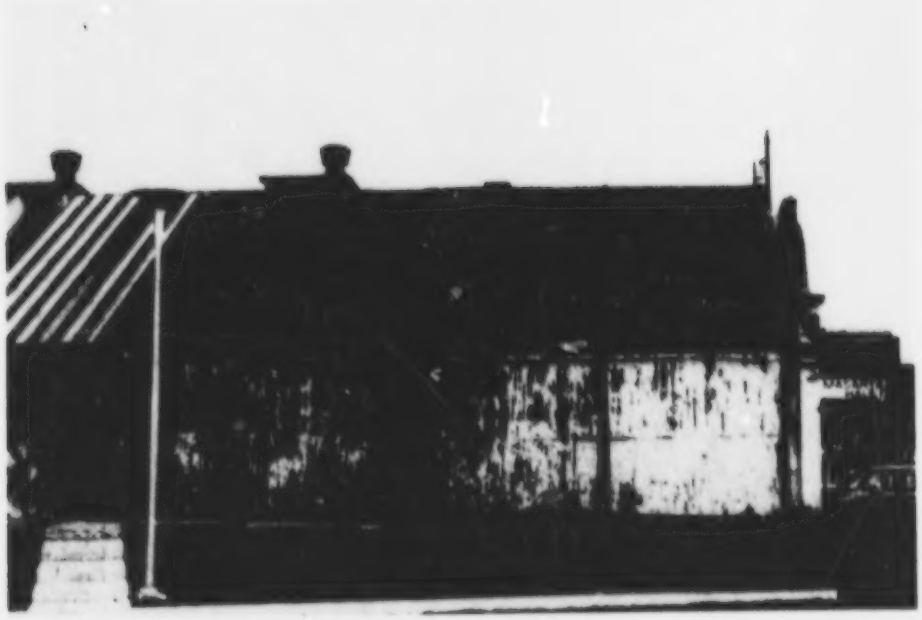
Accordingly, it is proposed:

- That the development of a community and recreation centre at Masaryk Hall and the Cowan Avenue "Fire Hall" be considered a priority in the 1983-87 Capital Budget Programme.

- That the Commissioner of Parks and Recreation and the Commissioner of Planning and Development, in consultation with the Ward Aldermen, be requested to meet with appropriate local organizations and report jointly to the Neighbourhoods Committee, within six months of the adoption of this plan by Council, on the composition and terms of reference of a local committee with City support staff to make proposals on the design, management and programming for a community and recreation centre at Masaryk Hall-Cowan Avenue "Fire Hall" Community Centre.



THE PAVLOVA ROLLER RINK, 212 COMAR AVENUE CIRCA 1910.



MASARYK HALL TODAY WITH MASARYK PARK IN THE FOREGROUND.

MELBOURNE PARKETTE WITH THE DUFFERIN-GWYNNE NON-PROFIT HOUSING PROJECT IN THE BACKGROUND.

PARKDALE CENTENNIAL SQUARE AND THE PARKDALE COLLEGIATE INSTITUTE SCHOOLYARD IMPROVEMENTS WERE COMPLETED UNDER THE NEIGHBOURHOOD IMPROVEMENT PROGRAMME.

- That the City take appropriate action to develop a local park in the Spencer/Tyndall sub-area.

5.5.2 Access To The Western Lakefront

The western lakefront, particularly the area between Exhibition Place and Jameson Avenue, has the potential to provide both passive and active recreation that would meet some of the needs of South Parkdale residents. However, due to the transportation corridor that separates South Parkdale from the western lakefront, there is no safe and convenient pedestrian access that links the residential neighbourhood to the lakefront.

There is one pedestrian bridge at Roncesvalles Avenue and King Street West but this bridge is some distance away from population concentrations in South Parkdale. Also, in order to use the bridge, residents have to cross the busy intersection of King Street West, Queen Street West and Roncesvalles Avenue. In addition, there is a pedestrian bridge at the foot of Jameson Avenue but residents have to first cross the heavily travelled west bound lanes of Lakeshore Boulevard to get to that bridge.

It would seem both appropriate and desirable that safe and convenient pedestrian access be provided to the western lakefront from South Parkdale along Springhurst Avenue between Jameson Avenue and Dunn Avenue. A strategy for achieving this facility is discussed under a subsequent section dealing with the concept of an "Urban Village on the Lake".

5.5.3 Neighbourhood Services:

Beside City-sponsored programmes that would be provided in the proposed community and recreation centre, a number of other neighbourhood services have been identified as community needs:

a) improved neighbourhood-wide dissemination of information pertaining to the type, location and scheduling of available services, programmes and facilities in and near to South Parkdale;

b) an outreach programme catering to senior citizens, residents of institutional homes and the disabled;

c) temporary care and housing for the elderly and disabled;

d) part-time day care and nursery school; and

e) children's after school programmes and teenage drop-in.

Because of the present character of the local population, it is suggested that the City take the initiative in encouraging local

groups, agencies and ethnic and cultural associations to become more involved in the planning and operation of services, programmes and facilities. The City can provide financial, material and staff support to groups that demonstrate initiative and service delivery capabilities, not only in the planning and provision of services but also in fund-raising and sustaining services and programmes.

In the case of one of the identified community needs mentioned above, the City can take an immediate initiative. One, in collaboration with the Parkdale Community Information Centre and other locally-based groups and institutions, the City can develop and implement an effective strategy for the dissemination of information throughout the neighbourhood on available programmes and facilities, both privately and publicly operated. Such a strategy could include dissemination points such as schools, group activities and functions, religious ceremonies, stores, supermarkets, restaurants, etc.

Many of the other services mentioned above are difficult to implement as they are dependent on the policies, attitudes and practices of agencies, institutions and local service groups which do not seem to favour joint operation of service projects in the neighbourhood. With cutbacks and budgetary restraint being exercised by all levels of government, it is imperative for service organizations to co-ordinate their activities in the provision of services and undertake the joint planning and operation of services in the area. In this way, funds provided and human resources available can be more effectively utilized than if these resources are dissipated among numerous individual groups.

The City could encourage such joint efforts by giving priority in the allocation of funds and staff time to projects that are organized and operated jointly by a number of local groups and agencies. It should be noted that a number of groups, institutions and agencies have demonstrated their commitment to a co-ordinated approach to the provision of services through their involvement in certain service projects such as the Parkdale Community Information Centre. However, a greater commitment is required if joint responsibility for planning and operation of services is to be realized.

Perhaps one of the most effective means to encourage and promote greater involvement and joint endeavours by local groups and institutions, agencies, visible minorities and ethnic and cultural organizations is to stage a district-wide cultural celebration and exhibition in Parkdale as part of the City's Sesquicentennial celebration. The planning and implementation of such an event can involve and bring together the wide spectrum of groups and organizations in Parkdale in an unprecedented effort. Such an

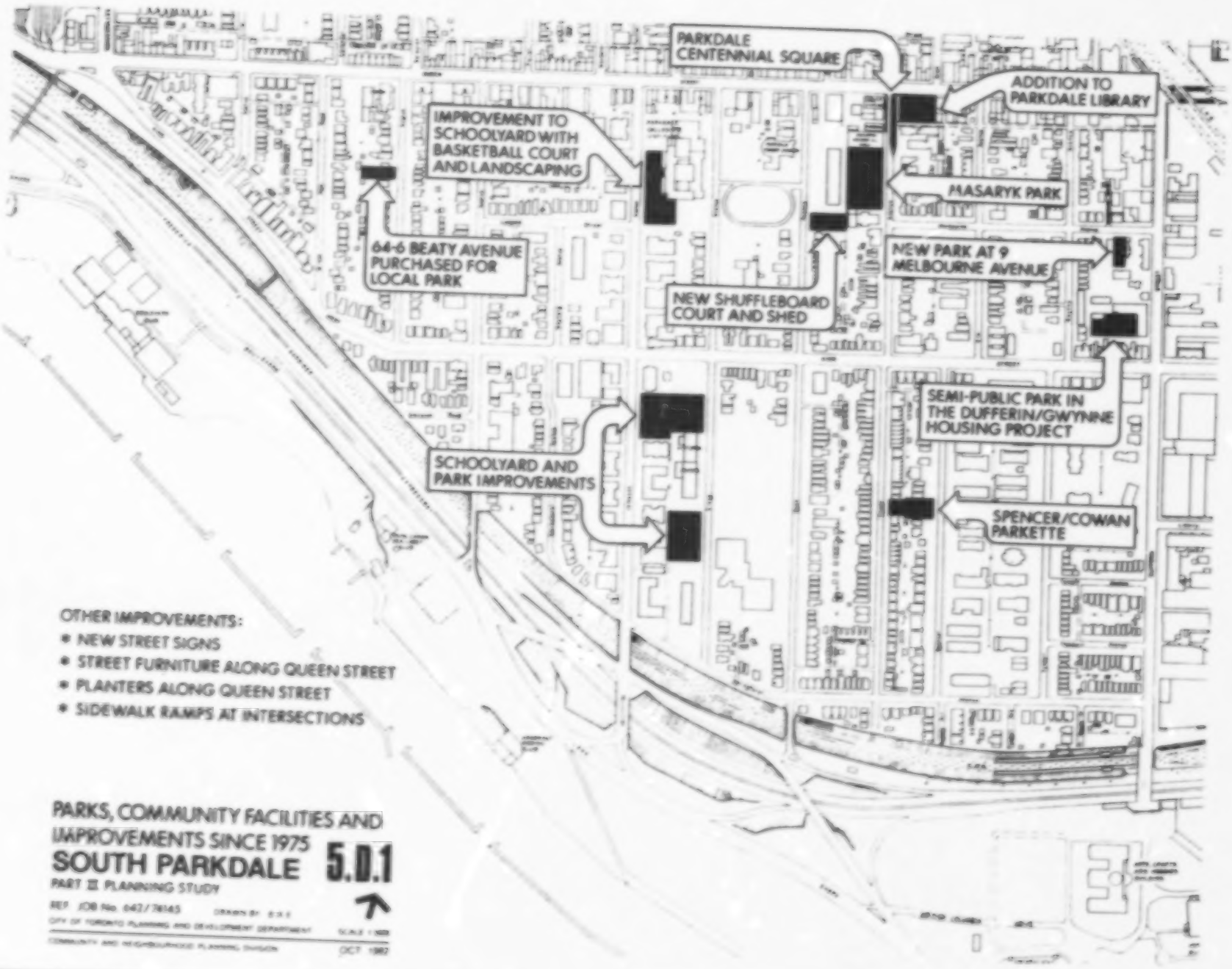
experience could forge a better understanding between various ethnic and cultural groups and could develop among participants a greater sense of pride in the neighbourhood. Most of all, working together on such a scale and project would establish the working linkages among local groups that could be the beginning of many independent joint initiatives in the community.

In view of the above discussion, it is proposed:

- That the City encourage local groups, organizations and agencies to take an active role in the planning and delivery of needed services and programmes by providing financial, material and staff assistance to groups that demonstrate initiative and service delivery capabilities. In considering such assistance, the City should use its influence to encourage such groups, organizations and agencies to undertake joint initiatives and actions where desirable and appropriate.

- That the City, in collaboration with the Parkdale Community Information Centre and other local groups, develop and implement a strategy for the dissemination of information throughout the neighbourhood on the type, location and scheduling of available services, programmes and facilities in or near to South Parkdale.

- That the City provide staff and financial assistance to local groups and associations, institutions, agencies, ethnic and cultural groups,to organize major social, cultural and/or other projects in Parkdale as part of the City's Sesquicentennial celebrations so as to forge a better understanding between various ethnic and cultural groups in the community, to develop among such groups a greater sense of community identity and pride in the neighbourhood, and to promote joint initiatives in the local community.


PARKDALE CENTENNIAL SQUARE
ADDITION TO PARKDALE LIBRARY
IMPROVEMENT TO SCHOOLYARD WITH BASKETBALL COURT AND LANDSCAPING
MASARYK PARK
64-6 BEATY AVENUE PURCHASED FOR LOCAL PARK
NEW PARK AT 9 MELBOURNE AVENUE
NEW SHUFFLEBOARD COURT AND SHED
SEMI-PUBLIC PARK IN THE DUFFERIN/GWYNNE HOUSING PROJECT
SCHOOLYARD AND PARK IMPROVEMENTS
SPENCER/COWAN PARKETTE
OTHER IMPROVEMENTS:
• NEW STREET SIGNS
• STREET FURNITURE ALONG QUEEN STREET
• PLANTERS ALONG QUEEN STREET
• SIDEWALK RAMPS AT INTERSECTIONS
PARKS, COMMUNITY FACILITIES AND IMPROVEMENTS SINCE 1975
SOUTH PARKDALE
5.0.1
PART II PLANNING STUDY
REF. JOB No. 642/78145
OCT 1982

NEED FOR A COMMUNITY AND RECREATION CENTRE
VEHICLE-FREE PEDESTRIAN LINKAGE NEEDED WITH FACILITIES ON THE WESTERN BEACHES
NEED FOR A NEW PARK

PROPOSED PARKS, COMMUNITY AND RECREATIONAL FACILITIES

SOUTH PARKDALE 5.0.2

PART II PLANNING STUDY

REF JOB No. 042/78145 Drawn BY D.A.S

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:800

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT. 1982

5.6 Traffic and Parking

The volume and types of vehicular traffic in an area are usually related to the uses of land and buildings in that area and in adjacent areas. In such cases, changes to the system of traffic flow combined with regulations governing land uses could resolve or, at least, alleviate some of the traffic problems experienced in a particular area. When, however, the pattern of vehicular movement and flow of traffic are the consequences of uses, such as major recreational facilities, and the regional expressway network that are outside of the area concerned, as is the case with South Parkdale, local traffic problems can only be effectively resolved within the context of changes in the linkage between the regional expressway network and local streets. This latter situation is far more difficult to resolve than the former.

5.6.1 The Traffic System:

The detailed traffic problems experienced in South Parkdale have been discussed in Section 3:

a) a high volume of through-traffic combined with speeding on many local streets;

b) a high volume of vehicles making turning movements at many intersections such as the Dufferin/Queen/Gladstone jog, the Jameson/Queen/Lansdowne jog, Dufferin/King and Jameson/King.

c) vehicular congestion at those intersections, particularly during rush hours; and

d) pedestrian/vehicular conflict on arterial roads and some local residential streets.

The main cause of the above problems seems to be the direct connection between the Gardiner Expressway and Lakeshore Boulevard, on the one hand, and Dunn and Jameson Avenues, on the other hand. Vehicles moving between the Lakeshore Boulevard and Gardiner Expressway, and the residential areas to the north-west and north and the industrial area to the east of South Parkdale travel on many local streets in the neighbourhood. For example, Jameson Avenue functions as an arterial road and Springhurst, Dunn and Cowan Avenues are heavily travelled. Drivers tend to crisscross through the neighbourhood to avoid delays due to congestion and thus create a high level of through-traffic on local streets such as Dowling, Leopold, Elm Grove and Gwynne Avenues. Any lasting resolution of the above problems must be viewed in the context of the Dunn and Jameson ramp connection to the Gardiner Expressway.

A review of the traffic system linking the Gardiner Expressway to local streets in South Parkdale forms an integral part of the feasibility study of "decking" the Gardiner Expressway and railway tracks. This issue is discussed in the next section of this report dealing with the concept of creating an "Urban Village on the Lake".

Whatever may be the final decision on the decking of the Gardiner Expressway and railway tracks, certain measures should be taken to alleviate some of the traffic problems experienced in South Parkdale. Also, an additional north/south arterial access should be provided so as to reduce the volume of through-traffic on Jameson Avenue and congestion at the King/Jameson and Queen/Jameson/Lansdowne intersections (Map 5E.1). Therefore, it is proposed:

- That Dufferin Street be made into a major north/south arterial road by connecting it more directly to Lakeshore Boulevard and the Gardiner Expressway and removing the Dufferin/Queen/Gladstone jog.

- That the local traffic system in South Parkdale be reviewed and improved so as to reduce the level of through-traffic on local streets, congestion at major intersections in the area and pedestrian/vehicular conflicts.

5.6.2 Parking:

The problem of parking in South Parkdale is threefold:

a) parking needs for commercial uses on Queen Street;

b) parking in residential areas; and

c) parking by private automobile commuters to activities at Exhibition place and major sports events at Exhibition Stadium and the Lamport Stadium.

Merchants in the Dunn Avenue to Dufferin Street section of the strip have complained that lack of parking facilities has affected their retail trade, and the businessmen's association has been very vocal in its demand for additional parking facilities. A Parking Authority report, Queen-Fuller Parking Study, June 1978, concluded that "no additional parking of the magnitude that would involve the Parking Authority is required". The report also indicated that there was a significant number of long-term parkers and delivery trucks occupying metered spaces in the O'Hara/Gwynne portion of the strip. One of the shortcomings of the study is that it was done for a large area of the commercial strip, Fuller Avenue to Gwynne Avenue, and no detailed conclusions were drawn for smaller sections of the area. Information obtained from the

TRAFFIC CONGESTION ON QUEEN STREET WEST.

OFF-STREET PARKING ON MELBOURNE AVENUE.

parking study mentioned above combined with observations by Planning and Development staff indicate that the parking need in the Dunn/Dufferin portion of the strip is for long-term parking and parking during the 4-6 p.m. rush hours and on Saturdays.

If the Queen Street commercial area, particularly east of Fuller Avenue, is to attracts shoppers who live some distance away, more parking facilities will be required as many of these shoppers are likely to use their cars. Also, people with cars can be expected to do some shopping on their way home from work during the 4-6 p.m. rush hours. However, there is little that attract people to the eastern end of the strip. The development of a car park in that section may be only marginally used at this time. Others may argue, however, that the lack of parking facilities would deter new business from locating in the eastern end of the strip.

It is proposed:

- That the City encourage and assist local businessmen through their organizations to obtain the use of existing off-street parking facilities on or near to Queen Street for regular long-term parkers.

- That the City, in collaboration with local businessmen and property owners, undertake laneway improvements and extensions of laneways at the rear of commercial establishments in order to provide access for loading and delivery vehicles and additional parking spaces at the rear of properties.

- That the City, in consultation with local businessmen, investigate the feasibility of permitting on-street parking on the south side of Queen Street West during the 4-6 p.m. rush hours.

- That potential opportunities for the provision of parking facilities visible from Queen Street be exploited wherever available. For example, the City and local businessmen could develop a financial and management strategy to acquire or lease land for the expansion of parking spaces at the eastern end of the Queen Street commercial strip.

The parking problem in the residential areas arises from a lack of access to the rear of properties in Low Density Residence Areas and the preference of automobile users in apartment buildings to park on the street. Also, residents have complained of the apparent ineffectiveness of permit parking. These problems are experienced throughout the City and cannot be easily resolved. The most that can be done at this time is to take steps to alleviate the problem over the long-term.

It is proposed:

- That the City improve and extend laneways in residential areas, where feasible, in order to provide access to potential parking spaces at the rear of properties. However, it must be emphasized that this measure is difficult to implement because owners of affected properties must agree to convey land to the City at nominal cost for laneway purposes.

- That public institutions such as schools and the Queen Elizabeth Hospital should be approached by the City and local residents to provide shared-use of their parking facilities.

- That the City, in consultation with local residents, review the permit parking system in South Parkdale to determine the area within which parking permits should be issued to residents of a particular street or block and to develop, if possible, more effective enforcement methods.

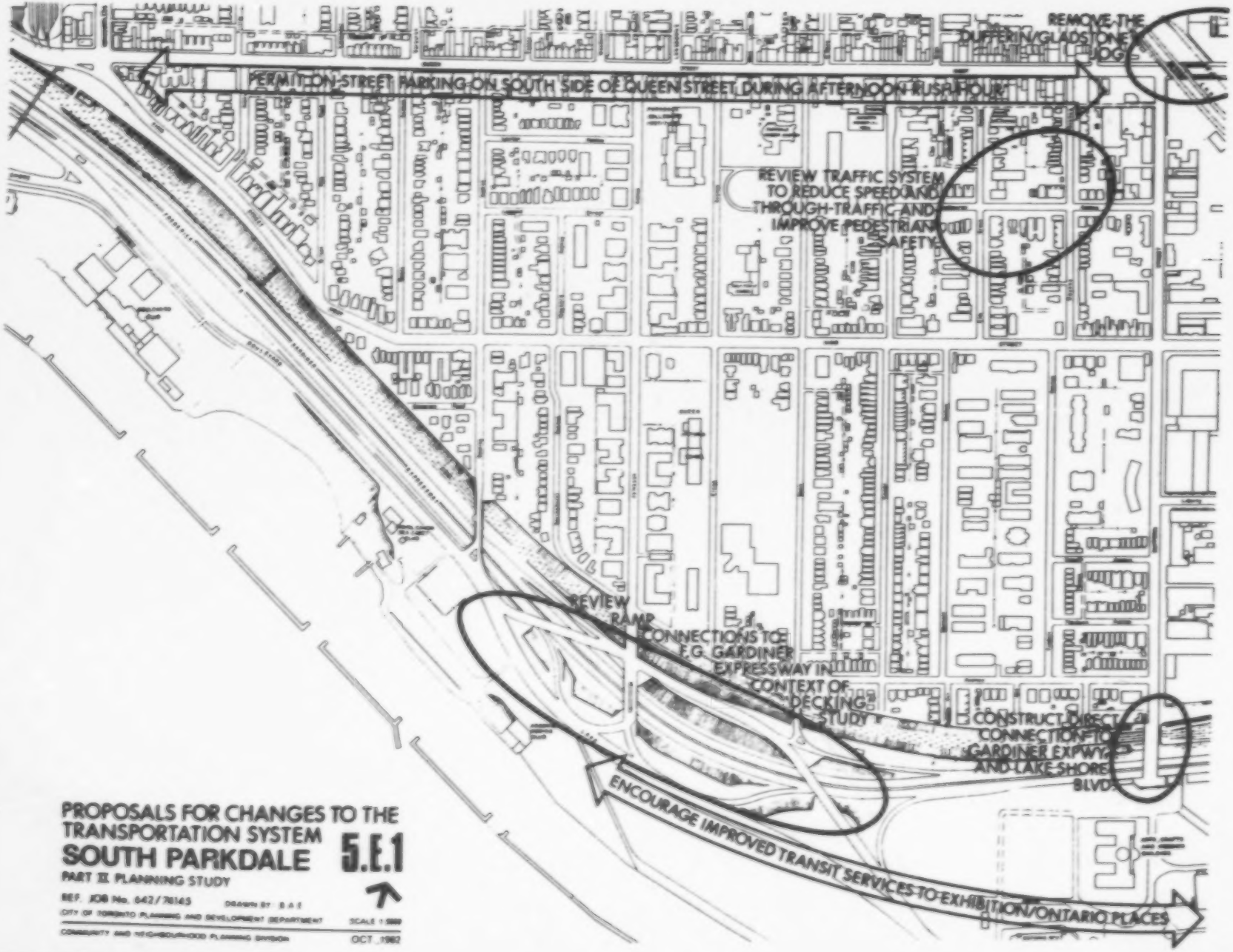
The parking problems that occur in the eastern part of South Parkdale during the CNE and sports events at nearby regional recreation centres are difficult to resolve. It appears that the most effective solution to this problem would be improved transit services to both Exhibition Place and Ontario Place.

However, major and effective improvements to transit services usually take many years to implement. In the interim, the City should seek to alleviate the parking problems in South Parkdale as a result of the CNE and other events at regional facilities near to South Parkdale. For example, the City can encourage the TTC to increase the efficiency and level of public transit services to the CNE and other events at Exhibition Place in general.

Therefore, it is proposed:

- That the City promote and encourage improved transit services to Exhibition Place and Onterio Place so as to decrease the proportion and number of people who presently use private automobiles to attend events at Exhibition Place and Ontario Place and to alleviate the parking problems in the eastern section of South Parkdale during these events.

- That the City encourage the TTC to increase the efficiency and level of bus, streetcar and trolley-bus services to Exhibition Place during the CNE and other major events.


REMOVE THE DUFFERIN/GLADSTONE JOG
PERMIT ON-STREET PARKING ON SOUTH SIDE OF QUEEN STREET DURING AFTERNOON RUSH HOUR
REVIEW TRAFFIC SYSTEM TO REDUCE SPEED AND THROUGH-TRAFFIC AND IMPROVE PEDESTRIAN SAFETY
REVIEW RAMP CONNECTIONS TO F.G. GARDINER EXPRESSWAY IN CONTEXT OF DECKING STUDY
CONSTRUCT DIRECT CONNECTION TO GARDINER EXPWY. AND LAKE SHORE BLVD.
ENCOURAGE IMPROVED TRANSIT SERVICES TO EXHIBITION/ONTARIO PLACES

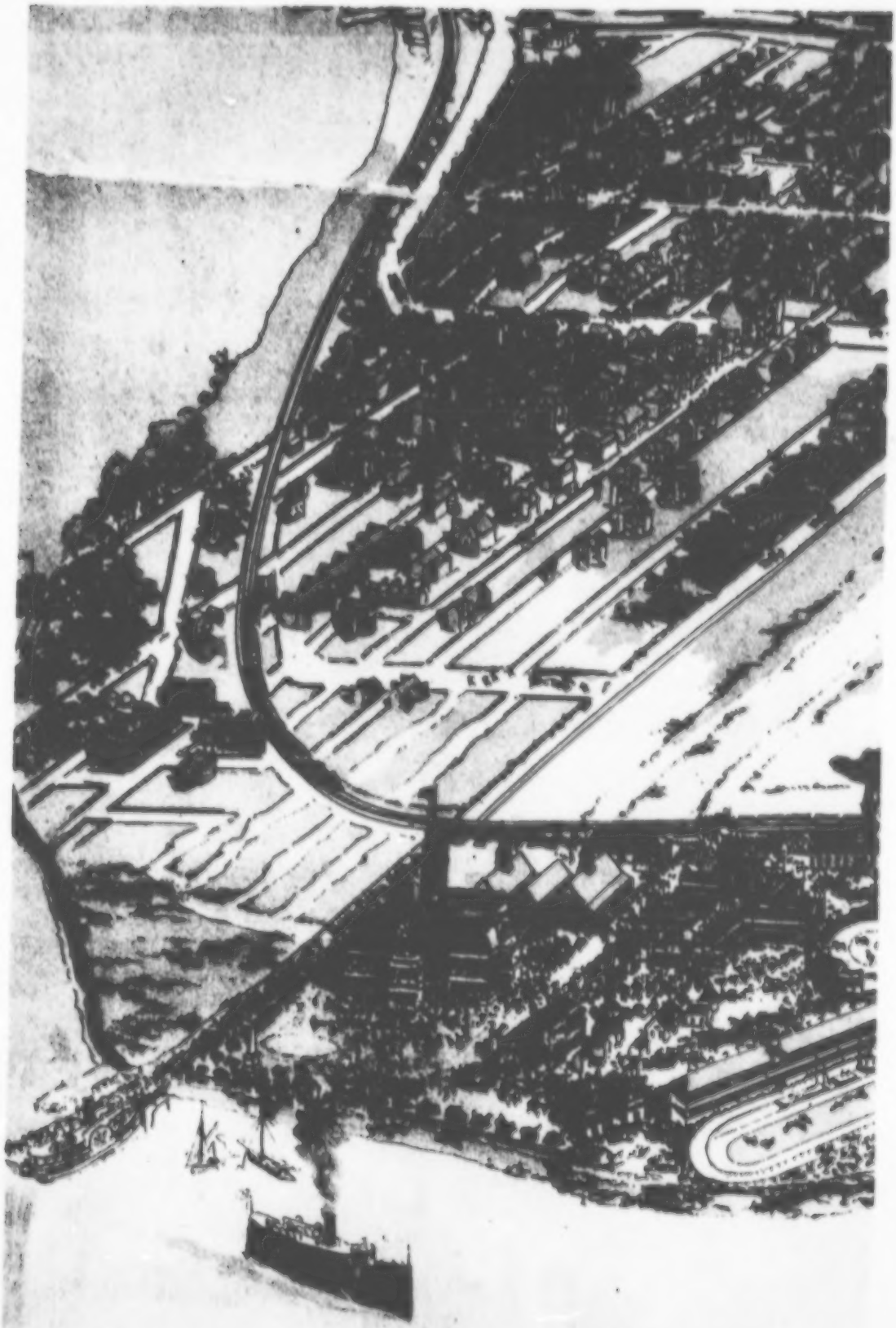
PROPOSALS FOR CHANGES TO THE TRANSPORTATION SYSTEM
SOUTH PARKDALE 5.E.1

PART II PLANNING STUDY

REF. JOB No. 642/78145 Drawn BY D A E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT. 1982



1893 BIRD'S-EYE VIEW LITHOGRAPH (COURTESY: METROPOLITAN TORONTO LIBRARY, BALDWIN ROOM).

5.7 Creating an Urban Village on the Lake: A Public Initiative

The concept of an Urban Village on the Lake has been formulated within the context of recent efforts by the City to reintegrate the built-up areas along the southern border of the City with the lakefront. Examples of such efforts by the City are the Eastern Beaches, Harbourfront, the proposed development of the railway lands and policies contained in the Waterfront Plan. The basic concept of an Urban Village on the Lake is to extend the South Parkdale neighbourhood south from Springhurst Avenue to the lakefront between Jameson Avenue and Exhibition Place.

The potential for the realization of the above concept became clear in June, 1979, when, on the initiative of the Mayor, City Council established the Technical Working Group of City and Metro staff. The Technical Working Group was requested to undertake a study of the engineering feasibility and cost of decking over the railway tracks and Gardiner Expressway, between Dufferin Street and Dowling Avenue. The Technical Working Group submitted its report to the Executive Committee in January, 1980 (Map 5F.1). The conclusion of the report is that the "decking" project is technically feasible. However, many issues remained unresolved and the cost of land created by the "decking" was estimated between $53.00 and $69.00 per square foot. The report recommended that City Council retain a private consulting firm to do further studies.

During the summer of 1980, Council approved the hiring of the firm DeLeuw Cather, Canada Limited (Delcan) to study the engineering feasibility of proposals made by the Technical Working Group and to prepare estimates of implementation costs. Delcan was also given the option of making new proposals. Delcan submitted a draft report in January, 1981, and a final report in May, 1981. In June, 1981, the Executive Committee received Delcan's report with a covering report from the Technical Working Group. The committee requested that the Technical Working Group assess the market potential of Delcan's development concept and the type and form of development which would be feasible on the proposed new land parcels and to report its findings as soon as possible.

5.7.1 The Delcan Proposal:

After an examination of the engineering feasibility and cost of decking over the railway tracks and Gardiner Expressway, Delcan concluded that though the "decking" concept is technically feasible, the cost would be very high and many difficulties could be experienced in the construction process. Consequently, Delcan developed an alternative proposal (Map 5F.2).

Delcan's proposal calls for the realignment of the Gardiner Expressway alongside the railway tracks between Dufferin Street and Dowling Avenue and the realignment of both the east bound and west bound lanes of Lakeshore Boulevard just south of the existing east bound lanes. Dufferin Street would be continued as a major arterial road along the north-western edge of Exhibition Place to intersect with Lakeshore Boulevard. Ramps would be constructed to link Dufferin Street with the Gardiner Expressway at the Dufferin Gates to Exhibition Place (Map 5F.2). New ramps would be constructed to link Lakeshore Boulevard with the Gardiner Expressway west of Jameson Avenue. To complete the new road system, Jameson Avenue would continue southward to meet Lakeshore Boulevard and an internal collector road would link Jameson Avenue to the extended Dufferin Street. Delcan also suggests that the jog at Dufferin Street and Queen Street West should be eliminated.

Delcan's proposed revisions of the road network would result in the creation of parcels of virgin land between the realigned Gardiner Expressway and the realigned Lakeshore Boulevard. Therefore, Delcan concludes that there is no need for a deck over the railway tracks and Gardiner Expressway as proposed by the Technical Working Group. Instead, South Parkdale would be connected to the new parcels of land via bridges at Jameson Avenue and Dunn Avenue and, to a lesser extent, at Dufferin Street. However, Delcan proposes that a partial deck be constructed between Jameson Avenue and Dunn Avenue for the purpose of a 3.6-acre park that would also act as a pedestrian connection between South Parkdale and the new parcels of land (Map 5F.2).

Consistent with the report of the Technical Working Group, Delcan suggests that four new parcels of land could be created and a fifth parcel in the western end of Exhibition Place is identified. The estimated total gross land area is 38 acres. If the park on the deck is excluded, the gross land area would be about 34 acres.

Delcan's cost calculations show that the cost per square foot of creating the new land would range between $33 and $41, depending on whether the 8.4 acre land parcel at Exhibition Place is included or excluded. This cost does not include "rent" for the limited air rights over the railway tracks and Gardiner Expressway, nor does it include the new interchanges and the Dufferin Street extension.

Therefore, the general conclusion that can be drawn is that Delcan's proposal is technically feasible as well as attractive in terms of cost per square foot of new land.

5.7.2 Community Fears And Concerns:

Since the inception of the "decking" study in the summer of 1979, South Parkdale residents have expressed serious fears and concerns

about the "decking" proposal. There have been formal and informal meetings of local groups and one of the Ward Aldermen held a public meeting on the issue in the summer of 1981.

The responses of area residents differ depending on whether the particular meeting is a public meeting or a smaller group meeting where actual discussions can ensue. At the public meeting referred to above, most of the residents who addressed the meeting opposed the "decking" proposal for various reasons. However, in discussions at smaller group meetings, many of the same residents were less negative and requested more detailed information before expressing a firm opinion. Some residents made proposals on the type of uses that should be located on the new land created.

In general, residents fear that the City wants to revive the 1966 proposal. This proposal called for 15, 20 and 25-storey towers along the entire length of a deck between Dufferin Street and Roncesvalles Avenue. Also, the deck was only intended to be over the railway tracks which provided no advantages to existing South Parkdale residents. Presented with no detailed plan and design for uses of the new parcels of land and receiving no answers to their detailed questions, local residents believe that the City and, particularly, city staff have a "secret scheme up their sleeves".

As a result of small informal meetings held between Planning and Development staff and some local residents, the main fears of residents seem to be:

a) that any deck over the railway tracks and Gardiner Expressway would be so high above grade as to form a long wall between Dufferin Street and Dowling Avenue;

b) that any residential development on the new parcels of land would block the existing view of the lake from Springhurst Avenue and those houses abutting the railway embankment;

c) that thousands of new residents would be "dumped" on an already overpopulated South Parkdale without resolving existing local problems and providing a substantial increase in services and facilities;

d) that many existing social problems in South Parkdale would intensify as a result of new residents;

e) that the cost of creating the new parcels of land is such that new residential developments would cater only to the wealthy and provide no affordable housing that is needed in the City;

f) that the new residential developments would be mainly assisted housing for low-income people;

g) that parking problems in the southern parts of South Parkdale would increase;

h) that the Delcan proposal does not make provisions for safe pedestrian access from South Parkdale to the western lakefront; and

i) that local residents would have no real say in the planning and design of development of the new parcels of land.

Notwithstanding the above concerns, many residents have presented proposed planning and development guidelines for the use of the new parcels of land. These range from the creation of a large urban park and recreation area to residential developments at both the eastern end and western end of the new parcels of land surrounding a central park that would be located between Dunn and Jameson Avenues.

5.7.3 Strategy For Decision Making:

The creation of new parcels of land south of the railway tracks and Gardiner Expressway between Dowling Avenue and Dufferin Street as proposed by Delcan in conceptual form can have great advantages as well as significant disadvantages. The range of disadvantages has been articulated by area residents as outlined in the previous section. Some of the main advantages are:

a) The creation and development of the new parcels of land can provide South Parkdale residents with direct, safe, convenient and vehicle-free pedestrian and bicycle access to the large recreation area and facilities at the Western Beaches.

b) The new parcels of land can include parks and local recreation facilities to serve local residents.

c) Proposed changes to the road network would reduce through-traffic on local streets such as Jameson Avenue and Dunn Avenue and alleviate congestion at the Jameson/King and Jameson/Queen intersections.

d) Since the future of Exhibition Place and the Delcan proposal are being considered at the same time, South Parkdale residents would have an opportunity to ensure that adequate parking and public transit services are provided so that local parking problems which result from the CNE and other nearby regional events would be alleviated.

e) Development of the new land parcels can be the basis upon which additional transit services are provided to serve local residents, particularly those in the southern section of the area.

f) Any residential development on the new land parcels could provide substantial accommodation for families with children and would attract families to make their home in the traditional part of South Parkdale.

g) The creation and development of the new land parcels would provide a great impetus to the revitalization of South Parkdale as a residential neighbourhood, particularly the Queen Street commercial strip.

h) The creation and development of the new land parcels would contribute to the reintegration of the entire lakefront with the built-up areas of the City and provide residents, workers and visitors with safe and convenient access to enjoy those facilities at the City's lakefront.

i) South Parkdale can once again be an "Urban Village on the Lake" as it was in the earlier part of this century, forming a continuous area to the lakefront which would be easily accessible to pedestrians.

It is the view of Planning and Development staff that a plan for and the design and type of uses of the new land parcels can be formulated that would allay the fears of a large majority of area residents and business interests. In order to achieve that, the Delcan proposal may have to be modified.

As a result of the small informal meetings mentioned above, Planning and Development staff undertook a review of Delcan's proposal. The preliminary findings of the review are (Map 5F.3):

a) That the removal of the "deck park" and small land parcels as proposed by Delcan could decrease the cost per square foot of the land parcels to about $22-$28.

b) That Lakeshore Boulevard could be realigned so that it would be immediately adjacent to and approximately at the same level as the Gardiner Expressway between Jameson and Dunn Avenues. Such realignment would resolve the problem of pedestrian access.

   For example, vehicle-free pedestrian bridges could be provided at Jameson and Dunn Avenues. Also, the lakefront would effectively be extended from the lake to the Jameson and Dunn Avenue bridges.

c) That any residential development that may be required could be concentrated at the two ends, near to Jameson Avenue and Exhibition Place grounds, thus permitting the use of the middle portion for parks and recreational purposes.

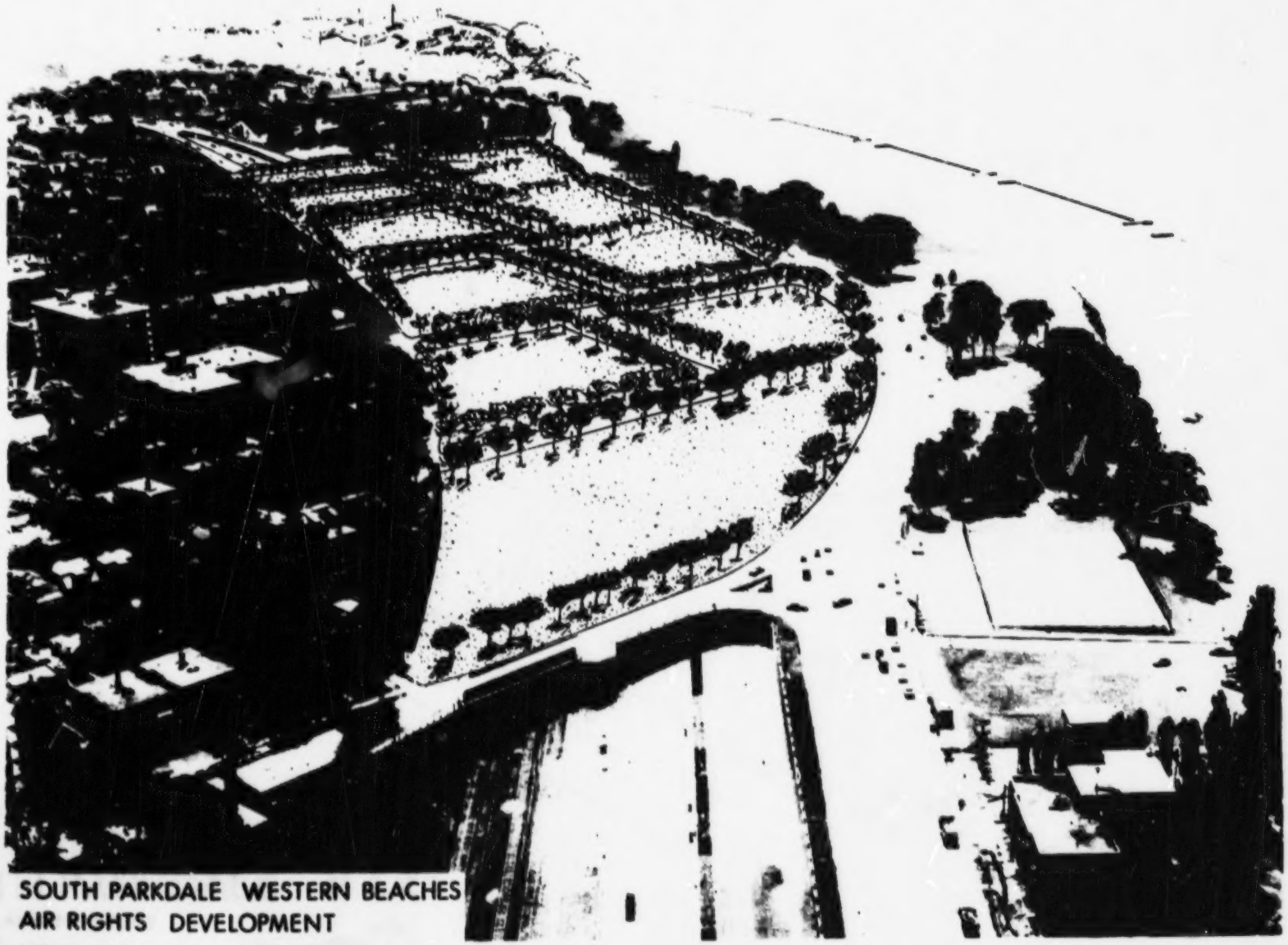
It is the view of Planning and Development staff that the above concept, which is a modified form of Delcan's proposal, can be the basis for further discussion in the neighbourhood and among City and Metro staff.

However, Parkdale residents are unlikely to be convinced that they can gain any benefits from the project unless they are directly and officially involved in the decision-making process.

It is, therefore, proposed:

. That Council declare its intention and commitment to establish a citizens' committee or task force with staff support to review and comment on all aspects of the proposed creation of land parcels south of South Parkdale and to report directly to a Committee of Council, prior to Council making any decision on the creation of such land parcels.

The implementation of a modified form of Delcan's proposal can be the single most important act in the revitalization of South Parkdale as a residential neighbourhood. The planning, design and implementation of such a project would be a great challenge to the City and local citizens. Previous developments such as the Gardiner Expressway, Jameson Avenue and Spencer and Tyndall Avenues were not the result of a partnership between government, public agencies and local citizens. The reintegration of South Parkdale with the western lakefront, thus creating an "Urban Village on the Lake", can be the result of such a partnership.



SOUTH PARKDALE WESTERN BEACHES
AIR RIGHTS DEVELOPMENT

AERIAL VIEW FROM THE WEST

CITY OF TORONTO PLANNING BOARD - CIVIC DESIGN GROUP

FILE NO. 09194 JUNE 1979

5.F.1

CONCEPTUAL PLAN OF NEW LANDS

SOUTH PARKDALE

PART II PLANNING STUDY

5.F.2

REF. JOB No. 642/74145

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT — SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION — OCT., 1982

ALTERNATIVE PLAN OF NEW LANDS
SOUTH PARKDALE
PART II PLANNING STUDY

5.F.3

REF. JOB No. 642/74145

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT — SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION — OCT., 1982

6. SUMMARY OF RECOMMENDATIONS

It is recommended that the Part I Official Plan for the City of Toronto Planning Area be amended by the introduction of the following statements and maps that form the Part II Official Plan for the South Parkdale Planning Area.

SECTION 1: PART II OFFICIAL PLAN POLICIES

1 INTERPRETATION

1.1 For the purpose of amending the Official Plan for the City of Toronto Planning Area, South Parkdale is defined as the area within the heavy black line as shown on Map A.

1.2 This Amendment is deemed to be Part II of the Official Plan for South Parkdale.

1.3 The boundaries of the Low Density Residence Areas, Medium Density Residence Areas, High Density Residence Areas, and Low Density Mixed Commercial-Residential Areas are as set out on Map A which forms part of this Amendment.

1.4 The text and maps of Part I of the Official Plan shall continue to apply to South Parkdale except in cases where the text and maps of this Amendment are in conflict therewith, in which case the text and maps of this Amendment shall prevail.

2 GENERAL

2.1 South Parkdale is primarily a residential neighbourhood situated to the immediate north-west of Exhibition Place. It consists of a mix of housing types, building forms and units sizes serving an ethnically diverse, multi-cultural and low and moderate income population.

It is the primary objective of Council to stabilize and strengthen South Parkdale as a residential neighbourhood which would provide for the accommodation and community needs of a diverse population, in terms of age, income, household and cultural characteristics that reflect the diversity of the City's population.

2.2 Commercial development in South Parkdale shall be concentrated on Queen Street West with local clusters of retail and service uses on King Street West; Queen Street West shall be regarded as the primary commercial centre, serving both the South Parkdale neighbourhood and surrounding North Parkdale district, and characterized by mixed-use buildings with street-related retail and service uses.

. Housing

2.3 In accordance with Section 2.1 of this Plan, it is the policy of Council to improve the physical character and residential environment of South Parkdale. Accordingly, council shall take measures to:

a) discourage any substantial increase in the number of rooms and/or small units in Residence Areas catering mainly to single persons who are not senior citizens;

b) encourage the retention and rehabilitation of the existing housing stock, particularly two-to-three storey dwelling;

c) encourage the development of new housing in Medium Density Residence Areas that can accommodate a variety of households;

d) provide and encourage the development of assisted housing in Residence Areas;

e) ensure that the physical form, height and design of new or altered buildings respect the scale and character of existing buildings and the streetscape in the low-rise residential areas of South Parkdale.

2.4 In order to maintain, improve and strengthen the residential function of South Parkdale, it is the objective of Council to limit the expansion of hospitals, nursing homes, residential care facilities, crisis care facilities and other forms of supportive housing where such uses, by reason of their location, size, concentration or character are, or may be detrimental to adjacent or nearby uses, particularly in Residence Areas. Accordingly, Council shall:

a) employ its powers of regulation to restrict the expansion of the Queen Elizabeth Hospital to the site on which it is located at the date of the adoption of this Plan by Council; and

b) pass by-laws intended to prevent further concentration of nursing homes, residential care facilities, crisis care facilities and other forms of supportive housing in the neighbourhood.

. Commerce

2.5 The commercial areas of South Parkdale consist of low-rise buildings containing a mix of commercial and residential uses and community services and facilities. It is the objective of Council to encourage the concentration of commercial uses, particularly along Queen Street West, appropriate to meet the commercial demand of the local community and to provide residents with convenient access to a wide variety of commercial goods and services. Accordingly, Council shall employ its powers and take steps to:

a) encourage the improvement and development of Queen Street West as the major focus of commercial activities;

b) maintain existing commercial areas on King Street as local retail centres serving nearby residents;

c) encourage mixed commercial-residential development on Queen Street West and in the local retail centres along King Street West; and

d) permit, subject to Section 3.2.4(b) of this Plan, a limited number of commercial uses in Residence Areas which are intended to serve the convenience needs of nearby residents.

2.6 It is the policy of Council to employ its powers of regulation and review to minimize the impact and discourage the concentration of automobile-related uses such as, but not limited to, motor vehicle repair shops, automobile service stations and automobile service and repair shops in the commercial areas along Queen Street and King Street where such uses, by reason of their location, concentration or associated traffic and parking problems are, or may be detrimental to adjacent or nearby uses or may inhibit pedestrian movement or threaten pedestrian safety.

. Industry

2.7 The area used for industry in South Parkdale is small and contains low-rise buildings abutting residential uses. Council consider this area as desirable and appropriate

for future residential redevelopment. However, it is the policy of Council that industrial uses and buildings shall continue to be permitted in this area provided that:

a) such uses and buildings are compatible with adjacent residential uses; and

b) industrial buildings and operations are adequately maintained so as not to adversely affect adjacent residential uses.

2.8 In permitting residential development in the area used for industry, Council shall take measures to ensure that:

a) the conditions of residential amenity in any such development are not adversely affected by nearby industrial uses and operations;

b) the proposed development is compatible with the adjacent Low Density Residence Area in terms of privacy and scale of buildings; and

c) the proposed development is not in conflict with the provisions of Sections 2.3 and 2.4 of this plan.

. Community Services and Facilities

2.9 It is the objective of Council to maintain, encourage and provide for the development of local community services and facilities in the form of parks, recreational facilities and educational, social and other community services appropriate to serve the needs of a densely populated and ethnically diverse neighbourhood. Accordingly, Council shall employ its powers to encourage the retention, development and intensive use of lands, buildings and facilities thereon for the purposes of parks, recreational facilities and educational, social and other community services. In particular, Council shall:

a) encourage the provision of a wide range of community services, and recreational facilities and programmes catering to various age, household and ethnio-cultural groups in the neighbourhood;

b) regard that part of the Low Density Residence Area marked P on Map B as the major educational, recreational and community service centre in South Parkdale with a complex of local parks, playgrounds and landscaped open spaces, and including school

yards, recreational facilities, neighbourhood services and a community and recreational centre;

c) encourage the shared use of landscaped areas playgrounds, and facilities in institutions such as, but not limited to, schools, churches, the Parkdale Library and the Queen Elizabeth Hospital;

d) use its initiative, influence and resources to encourage co-ordination and collaboration on the part of community organizations, institutions, agencies and various levels of government, in the planning and operation of community services and programmes, and

e) take whatever measures it deems appropriate to encourage local organizations, ethnic-cultural groups to become more involved in the planning and operation of community services, facilities and programmes.

2.10 It is the policy of Council to undertake and encourage the provision of facilities on the Western Beaches, particularly between Exhibition Place and the Boulevard Club, appropriate to serve the needs of the South Parkdale Community, and to ensure the provision of safe and convenient access between Dunn Avenue and Jameson Avenue for pedestrians and cyclists from South Parkdale to such facilities.

• Transportation

2.11 In order to improve the conditions of residential amenity in South Parkdale, provide for the safety of pedestrians and permit adequate vehicular access to service the main uses in the area, Council shall undertake and encourage improvements to the transportation system in and close to South Parkdale so as to:

a) reduce vehicular speed on local residential streets such as Gwynne, Elm Grove, Cowan, Dunn, Dowling and Springhurst Avenues. through such means as pedestrian crossings, stop signs and prohibition of certain turning movements at appropriate intersections;

b) minimize through-traffic on local residential streets by taking appropriate measures to direct a substantial proportion of north-south through-traffic onto Dufferin Street; and

c) alleviate vehicular congestion on major roads and at intersections such as the Jameson/Queen/Lansdowne jog and the Dufferin/Queen/Gladstone jog.

2.12 It is the policy of Council to encourage the provision and utilization of off-street parking facilities to service the main local uses in South Parkdale. Accordingly, Council shall undertake measures to:

a) improve and extend the laneway system in the South Parkdale nighbourhood as one of the primary means of access to off-street parking facilities;

b) encourage the shared-use of off-street parking facilities at such places as Parkdale Collegiate Institute, Queen Victoria School and the Queen Elizabeth Hospital;

c) assist merchants on Queen Street West to obtain appropriate parking facilities, on, or clearly visible from Queen Street West to serve the needs of shoppers;

d) improve and extend laneways at the rear of commercial establishments, where feasible, in order to provide access for delivery vehicles and to po tential parking spaces at the rear of properties;

e) encourage and assist local merchants through their organizations to obtain the use of parking facilities on or near to Queen Street West for regular long-term parkers such as employers; and

f) ensure that adequate provision is made in any major redevelopment on Queen Street West to meet the need for parking that would result from the proposed uses, and encourage the shared-use of parking facilities provided in any such redevelopment.

2.13 In keeping with its long-term goal of improving and extending surface public transportation in the City, Council shall encourage the improvement and extension of public transit services in South Parkdale so as to promote the full utilization of an integrated public transit service by an increasing number of local residents, particularly residents in apartment buildings and the southern section of the neighbourhood.

2.14 It is the objective of Council to encourage improvements to public transit to serve regional uses at Exhibition Place and Ontario Place as a means of alleviating traffic

and parking problems in South Parkdale created by those uses, and as a means of increasing the use of public transportation by patrons of Exhibition Place and Ontario Place.

. Urban Village on the Lake

2.15 It is the view of Council that the creation of new land parcels between South Parkdale and the Western Beaches as proposed by Delcan in its report: Engineering Feasibility Report - South Parkdale/Western Beaches Development Program, January, 1981, has the potential to resolve many problems in South Parkdale and achieve many of the objectives of this Plan. Council considers any such development to be a long term project, and is aware of the potential disadvantages to the South Parkdale Community that such development can have. It is the intention of Council, before making any firm decision on the creation of new land parcels between South Parkdale and the Western Beaches, to establish a local citizens' committee or task force to review and comment on all aspects of the creation of such land parcels.

. Height of Buildings

2.16 In recognition of the height of buildings as an important factor in maintaining and achieving a characteristic streetscape and visual coherence of specific areas, it is the policy of Council to pass by-laws to limit the height of buildings in South Parkdale.

3 RESIDENCE AREAS

3.1 Low Density Residence Areas

3.1.1 Section 2.8(a)(i) of Part I of the Official Plan, pertaining to high density residential buildings on sites the greater proportion of which are used for industrial or legally non-conforming commercial uses in Low Density Residence Areas, shall not apply in South Parkdale.

3.1.2 Section 2.8(b) of Part I of the Official Plan pertaining to residential buildings at high density and low density commercial uses in Low Density Residence Areas covered by a redevelopment plan, shall not apply in South Parkdale.

3.1.3 Low Density Residence Areas will be regarded as stable residential areas characterized by low-rise, house-form buildings. It is the priority of Council to encourage housing suitable for families with children in building forms such as detached, semi-detached and row-housing,

duplexes, converted dwelling houses and small apartment houses. In accordance with Section 2.3(a) of this Plan, Council may pass by-laws and take whatever other measures it deems appropriate to discourage the concentration of rooms and/or small units catering mainly to single persons in Low Density Residence Areas.

3.1.4 In Low Density Residence Areas, Council may pass by-laws to permit commercial uses, on application therefor by the owner of a lot, intended to serve the convenience needs of residents in the immediate vicinity, which are unfulfilled by existing convenience stores, provided that:

i) any such commercial use is restricted to the ground floor of a building;

ii) any by-law enabling such commercial use permits a specifically named use or uses; and

iii) regard is had for the compatibility of any such commercial use or uses with adjacent residential uses.

3.1.5 Notwithstanding the provisions of Section 3.1.4(a) of this Plan, Council may pass by-laws with respect to the lands known municipally in the year 1982 as 32 Spencer Avenue, to permit residential; buildings provided that the gross floor area of such buildings does not exceed 2.0 times the area of the lot.

3.1.6 Notwithstanding the provisions of Section 3.1.4(a) of this Plan, Council may pass by-laws with respect to the lands known municipally in the year 1982 as 1 Springhurst Avenue, to permit residential buildings provided that the gross floor area of such buildings does not exceed 2.0 times the area of the lot.

3.2 Medium Density Residence Areas

3.2.1. Section 2.8(b)(ii) of Part I of the Official Plan pertaining to low density commercial uses in Medium Density Residence Areas covered by a redevelopment plan, shall not apply in South Parkdale.

3.2.2 Medium Density Residence Area "L", shall be regarded as an area in transition from industrial use to residential use and as a transition zone between the General Industrial Area east of Dufferin Street and the Low Density Residence Area west of Dufferin Street. Low-to-

medium rise residential buildings accommodating a variety of household sizes will be encouraged.

3.2.3 Medium Density Area "M" shall be regarded as a transition zone between the General Industrial Area east of Dufferin Street and the Low Density Residence Area west of Dufferin Street. Low-to-medium rise residential buildings accommodating a variety of household sizes will be encouraged.

3.2.4 Medium Density Residence Area "N" shall be regarded as an area of low and medium rise residential buildings catering primarily to families with children and senior citizens, will be encouraged.

3.2.5 In Medium Density Residence Areas "L", "M" and "N", Council may pass by-laws to permit residential buildings having a gross floor area up to 1.0 times the area of the lot.

3.2.6 Notwithstanding the provisions of Section 3.2.5 but subject to Section 3.2.7 of this Plan, Council may pass by-laws in Medium Density Residence Areas "L", "M" and "N", to permit residential buildings having a gross floor area up to 2.0 times the area of the lot.

3.2.7 In considering applications to amend the Zoning By-law in Medium Density Residence Areas "L", "M" and "N" with respect to the gross floor areas of residential buildings up to the maximum limits permitted by Section 3.2.6 of this Plan, Council will have regard for:

a) the compatibility of any new development with existing buildings and uses in the surrounding Residence Areas;

b) the relationship of any new development, in terms of height, form, scale, sitting, traffic and parking, to adjacent Residence Areas;

c) the need to provide affordable housing, achieve its housing goals and meet its assisted housing targets as detailed in Section 2A of the Part I Official Plan;

d) the need to provide housing suitable for families with children and senior citizens' housing in South Parkdale;

e) the capacity of schools to absorb additional students, and the provision of parks, recreation

facilities and other community services and facilities in the area and/or in the new development to serve the increased population that would result from the new development; and

f) any adverse effects that nearby industrial uses may have on the conditions of residential amenity in any new residential development.

3.2.8 Notwithstanding the provisions of Sections 3.2.2., 3.2.5, 3.2.6 and 3.2.7 of this Plan, Council may pass by-laws in Medium Density Residence Area "L" to permit industrial uses and buildings provided that:

a) such industrial uses and buildings do not have an adverse effect on the conditions of residential amenity in the adjacent Low Density Residence Area and Medium Density Residence Area; and

b) the gross floor area of industrial buildings do not exceed 2.0 times the area of the lot.

3.2.9 In Medium Density Residence Areas "L", "M" and "N", Council shall use its powers of review to ensure that any development shall be compatible with buildings and uses in adjacent Residence Areas and areas used for industrial purposes in terms of air, light and privacy, the spacing of buildings, the erection of screens and fences and the design and location of facilities, such as balconies, landscaped areas, parking and loading areas, ingress and egress and garbage collection.

3.3 High Density Residence Areas

3.3.1 High Density Residence Areas shall be regarded as areas consisting mainly of medium and high-rise apartment buildings providing housing for a range of household types and sizes including families with children.

3.3.2 In the High Density Residence Areas, Council may pass by-laws to permit residential buildings having a gross floor area up to 2.0 times the area of the lot.

4 LOW DENSITY MIXED COMMERCIAL-RESIDENTIAL AREAS

4.1 Section 3.7 of Part I of the Official Plan pertaining to District Commerce Centres, shall not apply in South Parkdale.

4.2 Low Density Mixed Commercial-Residential Areas "C", "E" and "W".

4.2.1 Low Density Mixed Commercial-Residential Areas "C", "E" and "W" shall be regarded as the major centre of retail activity for the South Parkdale neighbourhood and surrounding Parkdale district, containing a mix of commercial, residential and institutional uses.

4.2.2 In Low Density Mixed Commercial-Residential Areas "C", Council may pass by-laws to permit:

a) buildings containing only residential uses up to a maximum residential density of 200 units per hectare; or

b) buildings containing only commercial and/or institutional uses up to a maximum non-residential density of 2.0; or

c) buildings containing a mix of residential uses and commercial and/or institutional uses up to the non-residentialand residential densities determined by the following mixing formula:

$$\text{non-residential density} + \frac{\text{residential density}}{100} = 2.5$$

provided that the non-residential density does not exceed 2.0 and the residential density does not exceed 200 units per hectare.

4.2.3 In Low Density Mixed Commercial-Resident Areas "E" and "W", Council may pass by-laws to permit:

a) buildings containing only residential uses up to a maximum residential density of 250 units per hectare; or

b) buildings containing only commercial and/or institutional uses up to a maximum non-residential density of 1.0; or

c) buildings containing a mix of residential and commercial and/or institutional uses up to the non-residential and residential densities determined by the following mixing formula:

$$\text{non-residential density} + \frac{\text{residential density}}{100} = 3.0$$

provided that the non-residential density does not exceed 1.0 and the residential density does not exceed 250 units per hectare.

4.2.4 Notwithstanding the provisions of Sections 4.2.2 of this plan, Council may pass by-laws on lots having a lesser area than 930 square meters in Low Density Mixed Commercial-Residential Area "C" to permit:

a) buildings containing only residential uses up to a maximum gross floor area of 2.0 times the area of the lot; or

b) buildings containing a mix of residential uses and commercial and/or institutional uses up to a maximum gross floor area of 2.5 times the area of the lot, provided that the non-residential gross floor area does not exceed 2.0 times the area of the lot and the residential gross floor area does not exceed 2.0 times the area of the lot.

4.2.5 Notwithstanding the provisions of Section 4.2.3 of this Plan, Council may pass by-laws on lots having a lesser area than 930 square meters in Low Density Mixed Commercial-Residential Areas "E" and "W" to permit:

a) buildings containing only residential uses up to a maximum gross floor area of 2.5 times the area of the lot; or

b) buildings containing a mix of residential uses and commercial and/or institutional uses up to a maximum gross floor area of 3.0 times the area of the lot provided that the non-residential gross floor area does not exceed 1.0 times the area of the lot and the residential gross floor area does not exceed 2.5 times the area of the lot.

4.2.6 Notwithstanding the provisions of Sections 4.2.2 and 4.2.4 but subject to Section 4.2.9 of this plan, Council may pass by-laws in Low Density Mixed Commercial-Residential Area "C" to permit buildings containing residential uses, alone or in combination with commercial and/or institutional uses, at densities up to 25 per cent greater than the residential densities permitted by Section 4.2.2, or having a residential gross floor area up to 25 per cent greater than the amount permitted by Section 4.2.4, provided that the owner of any such building enters into an agreement with the City to provide at least such additional residential density or

additional residential gross floor area for the purpose of any assisted housing programme.

4.2.7 Notwithstanding the provisions of Section 4.2.2 but subject to Section 4.2.9 of this Plan, Council may, on the application therefor by the owner of a lot, pass by-laws in Low Density Mixed Commercial-Residential Area "C" to permit buildings containing senior citizens housing, alone or in combination with other uses, up to the special residential densities as specified below:

a) in exclusively residential buildings, up to a special residential density of 400 units per hectare; or

b) in buildings containing a mix of senior citizens housing and commercial and/or institutional uses, up to the special residential density determined by the following mixing forumula:

$$\frac{\text{non-residential density}}{200} + \frac{\text{special residential density}}{} = 2.5$$

provided that the non-residential density does not exceed 2.0 and the special residential density does not exceed 400 units per hectare.

4.2.8 Notwithstanding the provisions of Section 4.2.3, but subject to Section 4.2.9 of this Plan, Council may, on the application therefor by the owner of a lot, pass by-laws in Low Density Mixed Commercial-Residential Areas "E" and "W" to permit buildings containing senior citizens housing, alone or in combination with other uses, up to the special residential densities as specified below:

a) in exclusively residential buildings, up to a special residential density of 500 units per hectare; or

b) in buildings containing a mix of senior citizens housing and commercial and/or institutional uses, up to the special residential density determined by the following mixing formula:

$$\frac{\text{non-residential density}}{200} + \frac{\text{special residential density}}{} = 3.0$$

provided that the non-residential density does not exceed 1.0 and the special residential density does not exceed 500 units per hectare.

4.2.9 In considering applications to amend the Zoning By-law in Low Density Mixed Commercial Residential Areas "C", "E" and "W" with respect to the residential densities or residential gross floor areas of buildings up to the maximum limits permitted by Sections 4.2.6, 4.2.7, 4.2.8, 4.3.4 and 4.3.5 of this Plan, Council shall have regard for:

a) the compatibility of the new development with the existing character, buildings and uses in the surrounding Low Density Mixed Commercial-Residential Areas;

b) the relationship of the new development, in terms of height, form, siting, traffic and servicing, to adjacent Residence Areas;

c) the desirability of maintaining the continuity of commercial uses at grade in the particular section of the Low Density Mixed Commercial-Residential Area where the new development is located;

d) the provisions of adequate parking and servicing facilities, and the appropriate siting of ingress and egress so as to minimize associated traffic and parking problems and any potential threats to pedestrian safety and obstacles to pedestrian movement in that part of the Low Density Mixed Commercial-Residential Area where the new development is located; and

e) the provisions of Section 3A.5(c)(i) of Part I of the Official Plan with respect to the concentration of senior citizens' housing in the neighbourhood.

4.3 Low Density Mixed Commercial-Residential Area "K"

4.3.1 Low Density Mixed Commercial-Residential Areas "K" shall be regarded as local retail and service centres with a mix of commercial and residential uses intended to serve the needs of local residents.

4.3.2 In Low Density Mixed Commercial-Residential Areas "K", Council may pass by-laws to permit:

a) buildings containing only residential uses up to a maximum residential density of 200 units per hectare; or

b) buildings containing only commercial and/or institutional uses up to a maximum non-residential density of 2.0; or

c) buildings containing a mix of residential uses and commercial and/or institutional uses up to the non-residential and residential densities determined by the following mixing formula:

$$\frac{\text{non-residential density} + \text{residential density}}{100} = 2.5$$

provided that the non-residential density does not exceed 2.0 and the residential density does not exceed 200 units per hectare.

4.3.3 Notwithstanding the provisions of Section 4.3.2, Council may pass by-laws on lots having a lesser area than 930 square meters in Low Density Mixed Commercial-Residential Areas "K" to permit:

a) buildings contianing only residential uses, up to a maximum gross floor area of 2.0 times the area of the lot; or

b) buildings containing a mix of residential uses and commercial and/or institutional uses up to a maximum total gross floor area of 2.5 times the area of the lot, provided that the non-residential gross floor area does not exceed 2.0 times the area of the lot and the residential gross floor area does not exceed 2.0 times the area of the lot.

4.3.4 Notwithstanding the provisions of Sections 4.3.2 and 4.3.3 but subject to Section 4.2.9 of this Plan, Council may pass by-laws in Low Density Mixed Commercial-Residential Areas "K" to permit buildings containing residential uses, alone or in combination with commercial and/or institutional uses, at densities up to 25 percent greater than the residential densities permitted by Section 4.3.2, or having a residential gross floor area up to 25 percent greater than the amount permitted by Section 4.3.3 provided that the owner of any such building enters into an agreement with the City to provide at least such additional residential density or additional residential gross floor area for the purpose of any assisted housing programme.

4.3.5 The provisions of Section 4.2.7 of this Plan with respect to senior citizens housing in Low Density Mixed Commercial-Residential Area "C", but subject to Section

4.2.9, shall apply in Low Density Mixed Commercial Residential Areas "K".

4.4 Low Density Mixed Commercial-Residential Areas "C", "E", "W" and "K"

In Low Density Mixed Commercial-Residential Areas "C", "E", "W" and "K", Council shall use its powers of review to ensure that any development shall be compatible with uses and buildings in adjacent Low Density Mixed Commercial Residential Areas and adjacent Residence Areas in terms of air, light and privacy, the spacing of buildings, the erection of screens and fences, and the design and location of facilities such as balconies, landscaped areas, parking and loading areas, ingress and egress and garbage collection.

SECTION II: IMPLEMENTATION

5 AMENDMENTS TO THE ZONING BY-LAW

. Use and Density

5.1 The provisions of the Zoning By-law shall be amended as they apply to the South Parkdale Planning Area in accordance with Map C.

5.2 The density provisions of the Z3 zone in the Zoning By-law as they apply to certain lands in the South Parkdale Planning Area, shall be amended to permit:

a) an apartment building - "Spencer House" - at premises known municipally in the year 1982 as 32 Spencer Avenue; and

b) an apartment house at premises known municipally in the year 1982 as 1 Springhurst Avenue.

5.3 The use provisions of the R3 zoning district in the Zoning By-law as they apply to certain lands in the South Parkdale Planning Area, shall be amended to permit the building or buildings on the Queen Elizabeth Hospital site at premises known municipally, in the year 1982, as 130 Dunn Avenue.

5.4 Section 16(1)(bb), (cc) of the Zoning By-law shall be amended so as to delete any references to lands on either side of Jameson Avenue and to 113-115 Dowling Avenue.

5.5 Section 16(1)(iii) of the Zoning By-law shall be amended so as not to permit a cartage yard on the west side of Dufferin Street, north of Melbourne Avenue.

5.6 The use provisions of the I2 zoning district in the Zoning By-law as they apply to certain lands in the South Parkdale Planning Area, shall be amended so as to exclude an automobile service and repair shop , a private commercial garage, an open storage yard, a food wholesaling establishment, and commercial uses except an automobile service station, a car washing establishment, a fire hall, a locksmith's and gunsmith's shop, a police station and a service and repair shop.

. Height of Buildings

5.7 The Zoning By-law shall be amended as it applies to the South Parkdale Planning Area to limit the height of buildings, excluding chimneys, vents, mechanical

equipment and structures required to house such elements in accordance with Map D.

. Front Yard Setback

5.8 The provisions of the Zoning By-law shall be amended as they apply to the South Parkdale Planning Area so as to require, in R2 and R3 zoning districts shown on Map C, the front lot line setback of residential buildings to be the average of the front lot line setback of adjacent residential buildings.

. Nursing Homes and Residential Care Facilities

5.9 The provisions of the Zoning By-law as they apply to certain lands in the South Parkdale Planning Area, shall be amended so as to require any nursing home or residential care facility in the residential districts as shown on Map C, to be located at least 245 meters from any other nursing home or any residential care facility.

6 SITE PLAN CONTROL

6.1 The City Solicitor be requested to prepare a draft by-law designating those lands within the Medium Density Residence Areas as shown on Map A, as areas of site plan control pursuant to Section 40 of the Planning Act.

6.2 The City Solicitor be requested to prepare a draft by-law designating those lands within the Low Density Mixed Commercial Residential Areas as shown on Map A, as areas of site plan control pursuant to Sction 40 of the Planning Act.

7 ACTION PROGRAMME

. Housing

7.1 The Commissioner of Planning and Development and the Commissioner of Housing be requested to examine the feasibility of establishing a programme of assistance and incentives to encourage owners of existing residential buildings and buildings in mixed-use areas in South Parkdale and/or City-wide, to create more affordable units in their buildings, where desirable and appropriate, and to report on such a programme to the Neighbourhoods Committee within six months of the adoption of this Plan by Council.

7.2 The Commissioner of Planning and Development and the Commissioner of Housing in consultation with appropriate

local interests, be requested to examine the feasibility of setting up a programme to assist existing and/or prospective co-op and non-profit housing agencies, in South Parkdale and elsewhere in the City as deemed appropriate, in training, administration and organization, identification and acquisition of land for housing, financial planning, project planning, and construction management, and to report on such a programme to the Neighbourhoods Committee within one year of the adoption of this Plan by Council.

. Queen Street West Revitalization

7.3 The Commissioner of Planning and Development in accordance with the request of the local merchants' organization in South Parkdale, prepare a preliminary "prospectus" of revitalization for Queen Street West and, with the agreement and collaboration of the local merchants' organization, organize a working session or seminar including owners of buildings, merchants, local residents' associations and groups, Ward Aldermen, relevant City staff, local bank managers, representatives of funding sources and other interested parties, to discuss the "prospectus" and propose ways and means by which participating interests can contribute to the proposed revitalization programme.

7.4 The Commissioner of Planning and Development be requested to make recommendations to the Neighbourhoods Committee on forms of assistance the City may provide to local merchants in the implementation of a revitalization programme after the holding of the seminar or working session referred to in Section 7.3 above, and provide, where feasible, staff assistance to the local merchants' organization in the implementation of their revitalization programme, in part or in whole.

. Parks and Recreation Facilities

7.5 The Commissioner of City Property, in consultation with the Commissioner of Parks and Recreation and the Commissioner of Planning and Development, be requested to report to the City Services Committee on the availability of sites for parks purposes in the Tyndall/Springhurst area of South Parkdale within six months of the adoption of this plan by Council.

7.6 The Commissioner of Parks and Recreation be requested to make recommendations to the Neighbourhoods Committee on a financing strategy for the creation of a community and

recreation centre at Masaryk Hall, within six months of the adoption of this plan by Council.

7.7 The Commissioner of Parks and Recreation and the Commissioner of Planning and Development, in consultation with the Ward Aldermen, be requested to meet with appropriate local organizations and report jointly to the Neighbourhoods Committee, within six months of the adoption of this plan by Council, on the composition and terms of reference of a local committee, with City support staff, to make proposals on the design, management and programming for a community and recreation centre at Masaryk Hall-Cowan Avenue "Fire Hall" Community Centre.

. Neighbourhood Services

7.8 The Commissioner of Planning and Development and the Commissioner of Parks and Recreation in consultation with the Parkdale Community and Information Centre and other interested parties, report to the Neighbourhoods Committee on a strategy for the dissemination of information in South Parkdale on the type, location and scheduling of locally available community services, programmes and facilities including any housing rehabilitation programmes.

7.9 The appropriate officials, in consultation with the Ward Aldermen, local organizations, associations, institutions, ethnic groups and other interested parties, report to the Sesquicentennial Board on the form, organization and funding of major projects and activities in South Parkdale and immediately surrounding areas that should be part of the City's Sesquicentennial celebration.

. Parking on Queen Street West

7.10 The Commissioner of Public Works in consultation with the Commissiner of Planning and Development, Ward aldermen and local merchants on Queen Street West in South Parkdale, be requested to report to the City Services Committee on appropriate measures to permit on-street parking on the south side of Queen Street West between Dufferin Street and Roncesvalles Avenue during the 4.00 p.m. to 6.00 p.m. rush hours.

7.11 The Commissioner of Planning and Development, in consultation with the Commissioner of Public Works, Ward aldermen and local merchants' organization, report to the City Services Committee on opportunities for the widening

of existing laneways and the extension of the laneway system at the rear of properties on Queen Street West in South Parkdale, in order to provide access to the rear of properties for delivery vehicles and parking purposes.

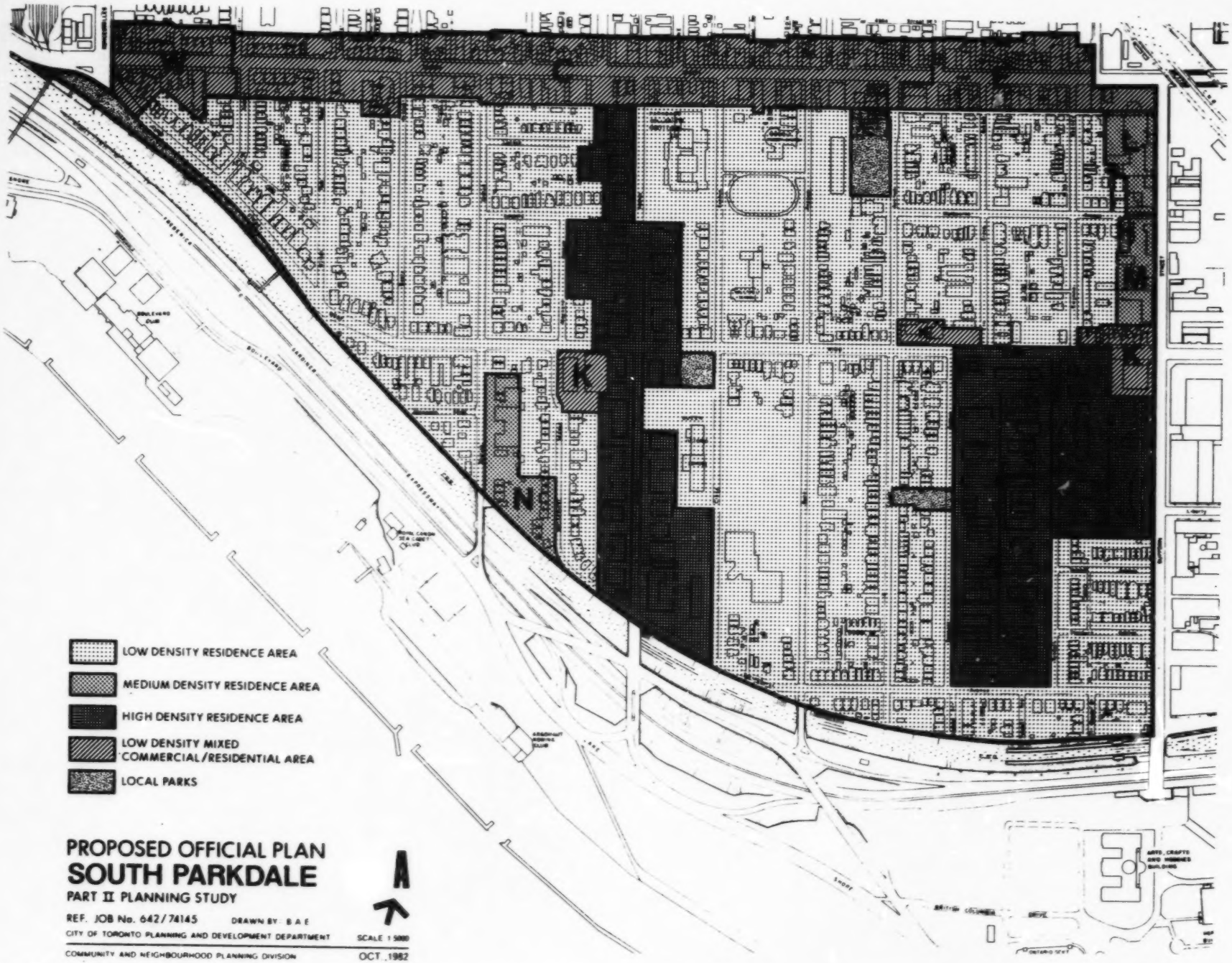
7.12 The Commissioner of Public Works, the General Manager of the Parking Authority of Toronto and the Commissioner of Planning and Development, be requested to provide staff assistance to the local merchants' organizations in securing appropriate off-street parking facilities, on or near to Queen Street West in South Parkdale, for long-term parkers such as employees and non-resident merchants.

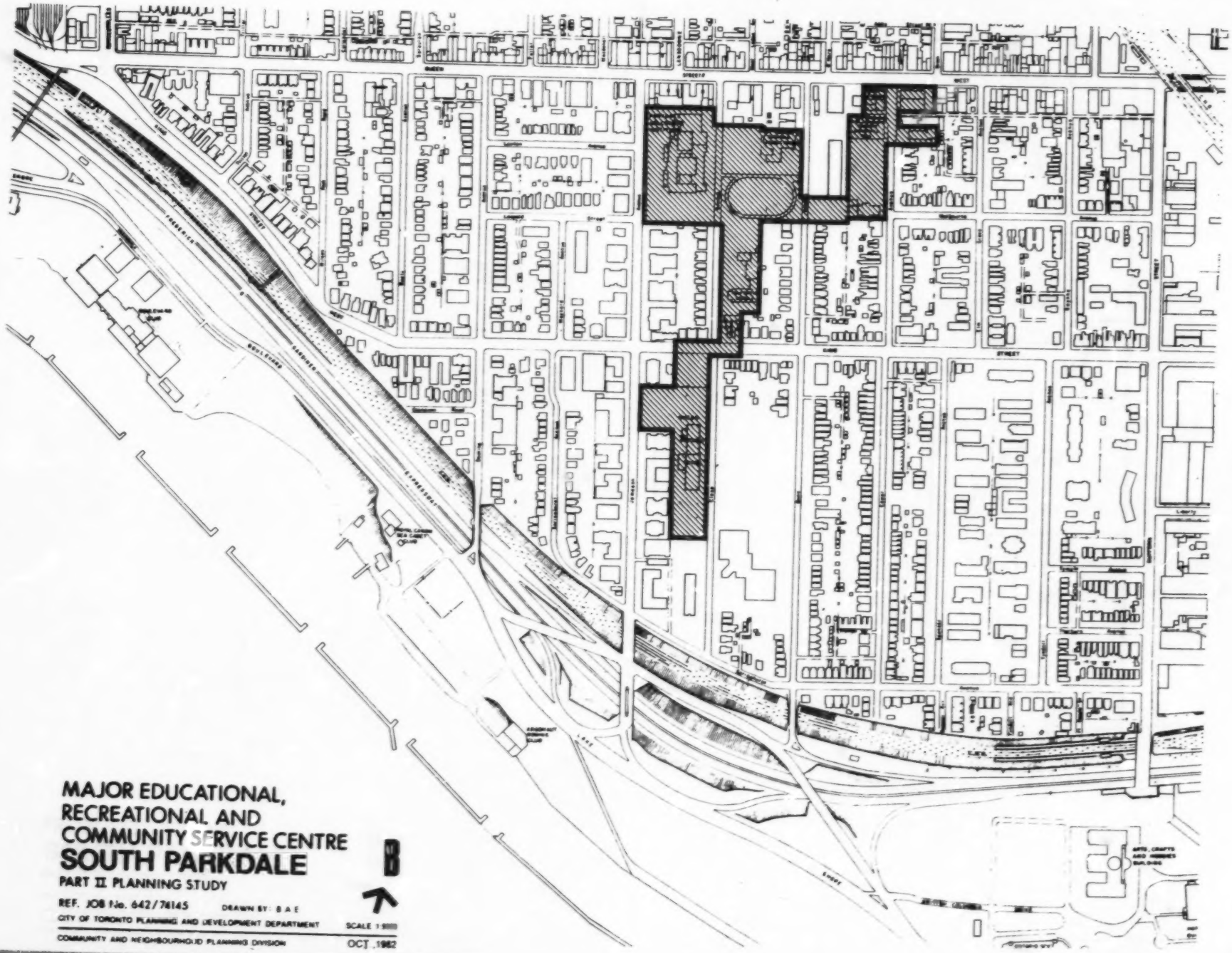
. Parking in Residential Areas

7.13 The Commissioner of Planning and Development in consultation with the appropriate civic officials, Ward aldermen and local residents' associations and groups, assess the projected level of use by local residents of off-street parking facilities serving institutions including schools, the Queen Elizabeth Hospital and the Parkdale Public Library and, if needed, examine the feasibility of the shared-use of such parking facilities, and report his findings to the Neighbourhoods Committee.

7.14 The Commissioner of Planning and Development, in consultation with the Commissioner of Public Works, Ward aldermen and local residents' associations and groups, report to the City Services Committee on opportunities for the extension of existing laneways and the opening of new laneways in the residential areas of South Parkdale in order to provide access to the rear of properties for parking purposes.

7.15 The Commissioner of Public Works in consultation with the Commissioner of Planning and Development, Ward aldermen and local residents' associations and groups, be requested to review the permit parking system in South Parkdale to determine the area within which parking permits should be issued to residents of a particular street or block, and to make recommendations where necessary to alter the permit parking system for South Parkdale including more effective enforcement methods.


LOW DENSITY RESIDENCE AREA
MEDIUM DENSITY RESIDENCE AREA
HIGH DENSITY RESIDENCE AREA
LOW DENSITY MIXED COMMERCIAL/RESIDENTIAL AREA
LOCAL PARKS
PROPOSED OFFICIAL PLAN
SOUTH PARKDALE
PART II PLANNING STUDY
REF. JOB No. 642/74145
DRAWN BY: B.A.E
CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT
SCALE 1:5000
COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION
OCT. 1982

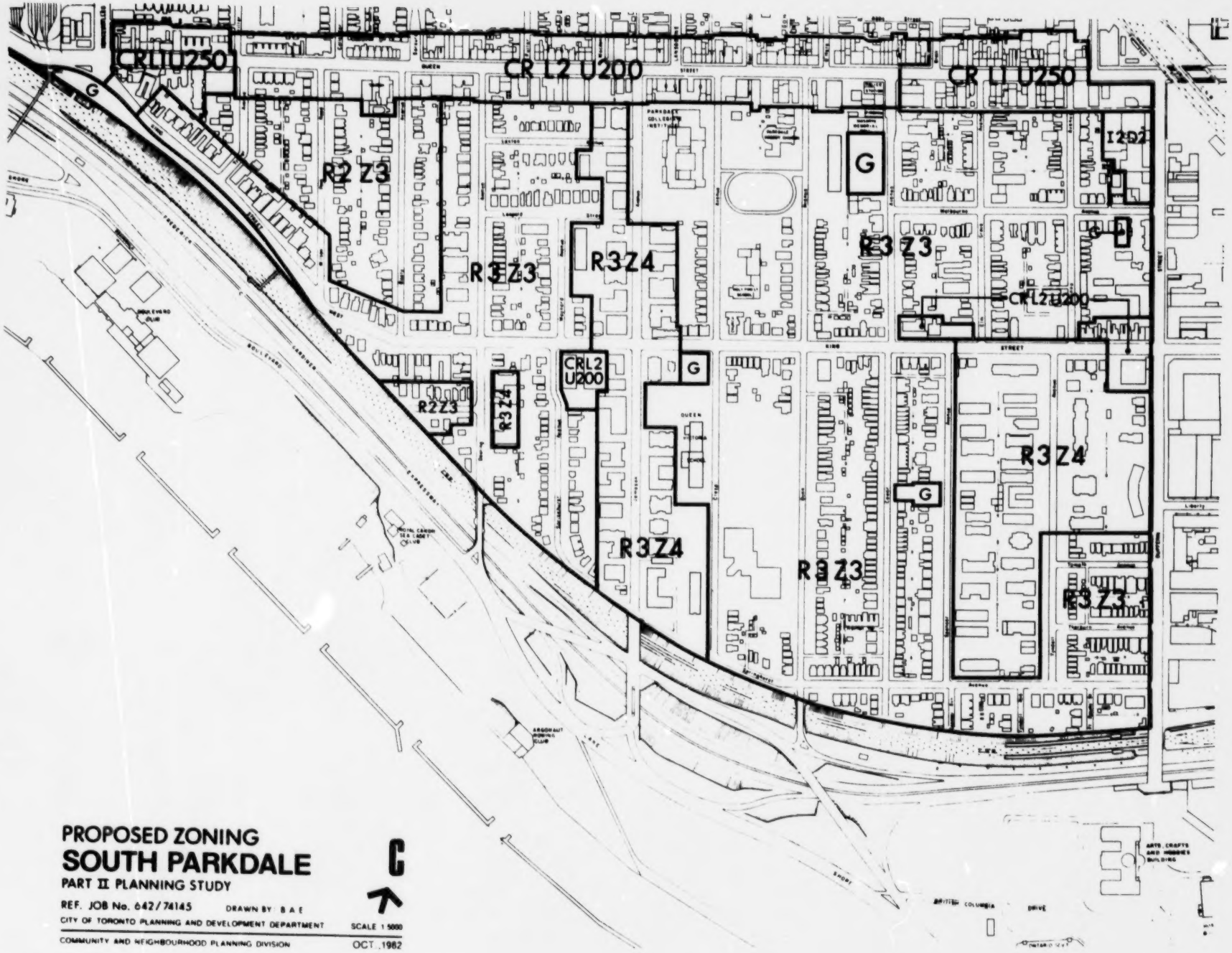


MAJOR EDUCATIONAL, RECREATIONAL AND COMMUNITY SERVICE CENTRE
SOUTH PARKDALE
PART II PLANNING STUDY

REF. JOB No. 642/78145 DRAWN BY: B A E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT. 1982



PROPOSED ZONING

SOUTH PARKDALE

PART II PLANNING STUDY

REF. JOB No. 642/74145 DRAWN BY: B.A.E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT., 1982

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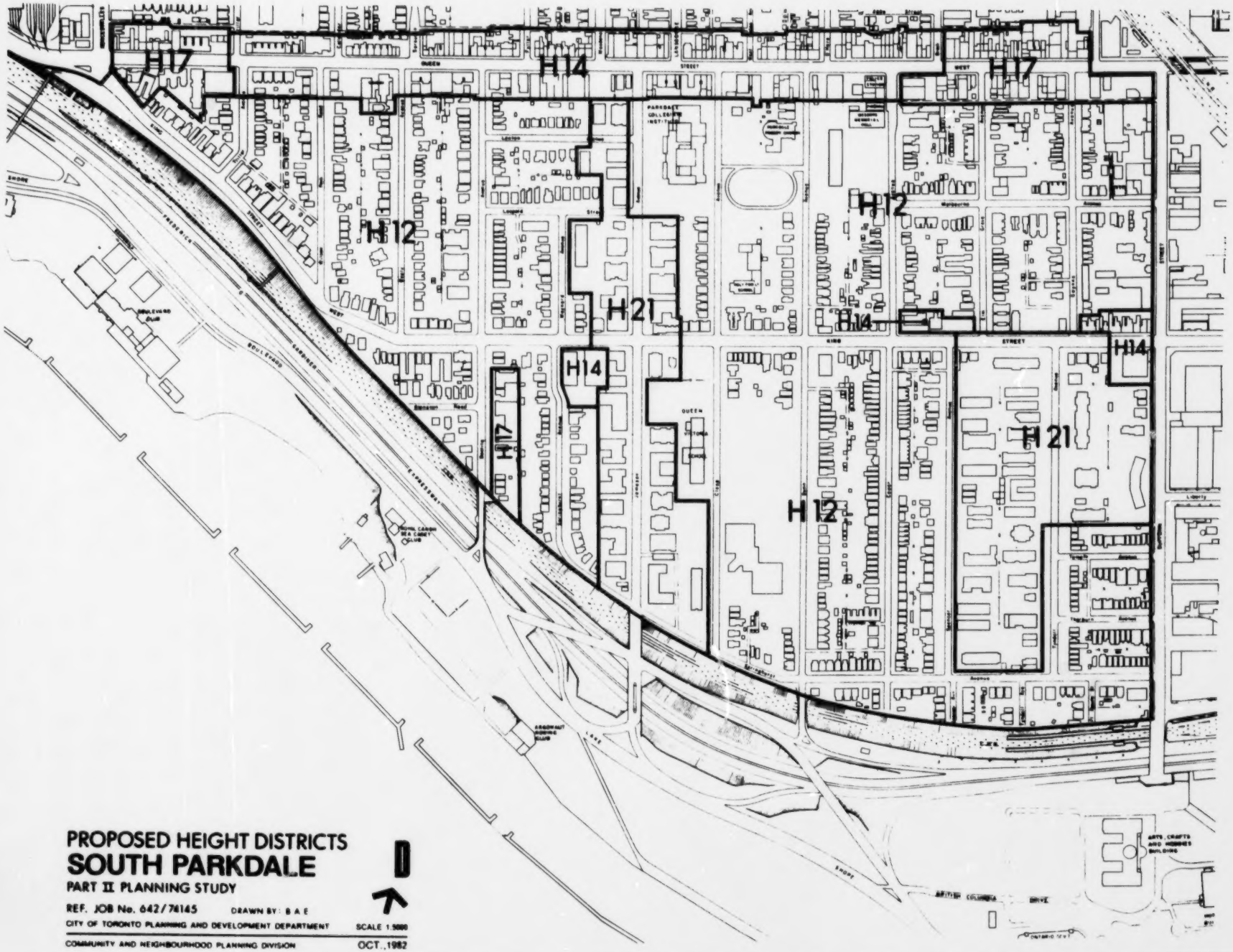

PROPOSED HEIGHT DISTRICTS
SOUTH PARKDALE
PART II PLANNING STUDY

REF. JOB No. 642/76145 DRAWN BY: B A E

CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT SCALE 1:5000

COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION OCT., 1982